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SUMMARY RECORD

OF

FOURTH DEVELOPMENT COMMISSIONERS' CONFERENCE

ON

COMMUNITY PROJECTS

HELD AT SIMLA

(9th to 12th May, 1955)

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LIST OF DELEGATES WHO ATTENDED THE FOURTH DEVELOPMENT COMMISSIONERS' CONFERENCE HELD AT SIMLA FROM THE 9TH TO 12TH MAY, 1955.

CHAIRMAN

1. Shri V. T. Krishnamachari, Deputy Chairman, Planning Commission.

PLANNING COMMISSION

2. Shri Y. N. Sukthankar, I.C.S., Secretary.
3. Shri S. V. Ramamurthy, I.C.S., Adviser.
4. Shri B. R. Tandon, I.C.S., Adviser.
5. Shri V. S. Hejmadi, I.C.S., Adviser.
6. Prof. D. G. Karve, Director, Programme Evaluation Organization.
7. Dr. V. Nath, Deputy Director, Programme Evaluation Organization.

REPRESENTATIVES OF THE CENTRAL GOVERNMENT

Ministry of Commerce & Industry

8. Shri P. Govindan Nair, I.C.S., Joint Secretary.
9. Dr. A. Nagaraja Rao, Chief Industrial Adviser.
10. Shri L. N. Renu, Development Officer.
11. Shri A. S. E. Iyer, Secretary, All India Handloom Board, Bombay.
12. Shri K. L. Nanjappa, Deputy Development Officer, All India Handicrafts Board, New Delhi.
13. Shri A. W. Sahsrabudhe, All India Khadi & Village Industries Board, Bombay.
14. Shri Pran Lal S. Kapadia, All India Khadi & Village Industries Board, Bombay.

Ministry of Food & Agriculture

15. Shri P. N. Thapar, I.C.S., Secretary.
16. Shri R. S. Krishnaswamy, I.C.S., Vice-Chairman I.C.A.R.
17. Shri S. C. Roy, Agricultural Extension Commissioner.
18. Shri Mahavir Prasad, Irrigation Adviser.
19. Shri M. P. Bhargava.

Ministry of Health

20. Dr. T. R. Tiwari.

Ministry of Home Affairs

21. Shri R. C. Dutt, I.C.S., Joint Secretary.
22. Shri V. Vishwanathan, I.C.S., Joint Secretary.
23. Shri K. Radhakrishnan, I.C.S., Principal, I.A.S. Training School.

77 C.P.A.

Ministry of Home Affairs (Contd.)

24. Shri L. M. Shrikant, Commissioner for Scheduled Castes and Scheduled Tribes, New Delhi.

Ministry of Information & Broadcasting

25. Shri K. A. Ayer.
26. Shri D. Raghavan, Editor "Kurukshetra".
27. Shri R. K. Chatterjee, Deputy Principal Information Officer.

Ministry of Labour

28. Shri V. A. Chaudhury, Director, Directorate of Training.
29. Shri H. Davenport, Director, Directorate of Employment Exchanges.

Ministry of Transport

30. Shri J. M. Trehan, Deputy Standards Officer.

Ministry of Works, Housing & Supply

31. Shri N. P. Dube, Deputy Secretary.

Others

32. Shri A. K. Chanda, I.A. & A.S., Comptroller & Auditor General of India.
33. Shri S. P. Mehta, I.A. & A.S., Secretary to Comptroller & Auditor General of India.
34. Shri G. H. Po Saw, Accountant General, Punjab, Simla.
35. Dr. R. Ramamurti, Joint Director, Central Statistical Organization.

Community Projects Administration

36. Shri S. K. Dey, Administrator.
37. Shri U. L. Goswami, I.C.S., Secretary.
38. Shri Krishan Chand, I.C.S., Deputy Secretary.
39. Shri R. Jagannathan, Deputy Secretary.
40. Shri A. D. Bohra, Director, Training.
41. Shri E. W. Franklin, Adviser, Education.
42. Col. Barkat Narain, Adviser, Health.
43. Shri A. R. Deshpande, Special Officer (Social Education).
44. Shri P. M. Mathai, O.S.D. (CI & C).
45. Shri D. S. Sinha, Community Projects Officer (Irrigation).
46. Dr. Subhas Dhar, Progress and Planning Officer.
47. Shri J. Mehta, Special Officer (Training).
48. Shri J. H. Patwardhan, I.A.S., Principal, Development Officers' Training Centre, Nilokheri.
49. Shri R. A. Zubairy, Principal, Development Officers' Training Centre, Hyderabad.
50. Shri K. G. Bhandari, Principal, Development Officers' Training Centre, Ranchi.

Community Projects Administration (Contd.)

51. Shri S. N. Tamhane, Director, Social Education Organisers' Training Centre, Nilokheri.
52. Prof. A. R. Wadia, Director, Social Education Organisers' Training Centre, Hyderabad.
53. Dr. T. A. Koshy, Honorary Director, Social Education Organisers' Training Centre, Allahabad.
54. Shri D. Roy, Adhyaksha, Social Education Organisers' Training Centre, Sriniketan.
55. Shri Pandit Patankar. Social Education Organisers' Training Centre, Hyderabad.
56. Miss Parin Vakharia, Dean, Faculty of Social Work, M. S. University of Baroda, Baroda.
57. Mrs. S. Bhatia, Faculty of Social Work, M. S. University of Baroda, Baroda.

DEVELOPMENT COMMISSIONERS AND OTHERS

Andhra

58. Shri S. Chakravarti, I.C.S., Development Commissioner and Secretary, Planning and Development Department, Andhra, Kurnool.

Assam

59. Shri S. K. Dutta, I.C.S., Chief Secretary to the Govt. of Assam and Development Commissioner, Assam, Shillong.
60. Shri J. Barua, A.C.S., Under Secy. (Community Projects) & *Ex-officio* Secretary to the Govt. of Assam, Development (C.P.) Department, Shillong.

Bihar

61. Shri K. S. V. Raman, I.C.S., Development Commissioner, Bihar, Patna.
62. Shri H. N. Thakur, I.A.S., Deputy Development Commissioner, Bihar, Patna.

Bombay

63. Shri S. P. Mohite, I.A.S., Joint Secretary to Govt. and Addl. Development Commissioner, Bombay.
64. Shri H. K. L. Capoor, I.A.S., Deputy Secretary to Govt, Political and Services Department, Bombay.

Madras

65. Shri T. N. S. Raghavan, I.C.S., Development Commissioner, Madras.
66. Shri N. E. S. Raghavachari, I.C.S., Director of Community Development, Madras.
67. Shri G. Venkatachalapathy, Director of Rural Welfare, Madras.
68. Shri Subramanian Naidu, Registrar, Co-operative Societies, Madras.

Madhya Pradesh

69. Shri S. N. Mehta, I.C.S., Development Commissioner, Madhya Pradesh, Nagpur.
70. Shri S. P. Mushran, I.A.S., Additional Development Commissioner, Madhya Pradesh, Nagpur.
71. Shri L. N. Bongirwar, I.A.S., Deputy Development Commissioner, Madhya Pradesh, Nagpur.
72. Shri P. K. Dave, I.A.S., Deputy Development Commissioner, Madhya Pradesh, Nagpur.
73. Deputy Secretary to the Government of Madhya Pradesh, Publicity Department, Nagpur.

Orissa

74. Shri B. Mukerji, I.C.S. Chief Secretary and Development Commissioner, Orissa, Bhubaneswar.
75. Shri A. L. Nair, I.A.S., Deputy Secretary to the Government of Orissa, Development Department, Bhubaneswar.

Punjab

76. Shri M. S. Randhawa, I.C.S., Development Commissioner, Punjab, Chandigarh.
77. Shri K. S. Narang, I.A.S., Deputy Secretary, Development Department (Community Projects), Chandigarh.
78. Mian Bhag Singh, P.C.S., Deputy Development Commissioner, Punjab, Chandigarh.
79. Shri G. R. Bhai, Department of Industries, Punjab, Simla.

Uttar Pradesh

80. Shri Bhagwant Singh, I.A.S., Deputy Development Commissioner, Uttar Pradesh, Lucknow.
81. Shri A. Mobin, I.A.S., Deputy Development Commissioner, Uttar Pradesh, Lucknow.
82. Shri R. S. Jauhri, I.A.S., Deputy Development Commissioner, Uttar Pradesh, Lucknow.
83. Shri I. Hussain, I.A.S., Deputy Development Commissioner, Uttar Pradesh, Lucknow.
84. Shri M. S. Haq, P.C.S., Deputy Development Commissioner, Uttar Pradesh, Lucknow.
85. Shri B. N. Tandon, I.A.S., Assistant Development Commissioner, Uttar Pradesh, Lucknow.
86. Shri R. B. Saxena, I.A.S., Director of Industries (C. P. Schemes) Kanpur.
87. Shri S. Dixit, Addl. Development Commissioner, Government of Uttar Pradesh, Lucknow.
88. Shri K. A. P. Stevenson, Joint Secretary, Government of Uttar Pradesh, Lucknow.
89. Shri Bhagwati Saran Singh, Director, Information, U.P., Lucknow.

West Bengal

90. Shri S. K. Dey, I.C.S., Development Commissioner & *Ex-officio* Secretary, Development Department, West Bengal, Calcutta.
91. Shri S. K. Bannerji, I.A.S., Deputy Development Commissioner and Deputy Secretary, Development Department, West Bengal, Calcutta.
92. Shri T. N. Bhattacharyya, Financial Adviser, Development Department, West Bengal, Calcutta.

Hyderabad

93. Shri Zahir Ahmed, I.A.S., Development Commissioner, Hyderabad.
94. Shri Guruswamy, Director, Community Projects, Hyderabad.
95. Shri Mahmood Ali Khan, Assistant Secretary, Community Projects, Hyderabad.

Jammu and Kashmir

96. Shri H. A. Siddiqui, Development Commissioner & *Ex-officio* Secretary to the Government, Jammu & Kashmir, Srinagar.

Madhya Bharat

97. Shri P. S. Bapna, I.A.S., Development Commissioner, Madhya Bharat, Gwalior.

Mysore

98. Shri K. Balasubramanyam, I.A.S., Secretary to Government, Planning Department, Bangalore (Mysore).
99. Shri M. K. Appajappa, I.A.S., Director of Agriculture & Development Commissioner, Mysore, Bangalore.
100. Shri H. J. Veerappa, Assistant Development Commissioner for Community Projects and N. E. S., Mysore, Bangalore.

PEPSU

101. Shri R. S. Randhawa, I.A.S. Development Commissioner, PEPSU, Patiala.
102. Shri V. D. Dev, Director Information, PEPSU, Patiala.

Rajasthan

103. Shri S. L. Khurana, I.A.S., Director of Development, Rajasthan, Jaipur.
104. Shri B. S. Mehta, I.A.S., Addl. Chief Secretary to the Government of Rasasthan, Jaipur.

Saurashtra

105. Shri G. F. Mankodi, I.A.S., Development Commissioner Saurashtra, Rajkot.
106. Shri M. G. Shah, Assistant Development Commissioner, Saurashtra, Rajkot.
107. Shri M. Abdussalam, I.A.S., Additional Development Commissioner, Travancore-Cochin, Trivandrum.

Ajmer

108. Shri A. P. Dewan, Deputy Development Commissioner, Ajmer.

109. Shri A. K. Mustafy, I.A.S. Deputy Commissioner, Ajmer.

Bhopal

110. Shri B. M. Vencoba Rao, Development Commissioner, Bhopal.

111. Dr. R. V. Ramakrishna, Planning Officer, Bhopal.

Coorg

112. Shri M. N. Gundu Rao, B.A.B.L., Development Commissioner, Coorg, Mercara.

Delhi

113. Dr. J. C. Ramchandani, Development Commissioner, Delhi.

114. Shri H. S. Lather, Assistant Development Commissioner, Delhi.

Himachal Pradesh

115. Shri A. B. Malik, Development Commissioner, Simla.

116. Shri Mahesh Chandra, Chief Secretary, Himachal Pradesh, Simla.

117. Shri C. L. Kapila, Deputy Commissioner, Sirmur, District Nahan.

Kutch

118. Shri B. G. Khabade, Chief Secretary to Government of Kutch, Bhuj.

119. Shri H. C. Jethi, Director, Community Projects & National Extension Service Blocks, Kutch, Bhuj.

Manipur

120. Major V. S. Sundaram, Deputy Commissioner, Imphal (Manipur).

N.E.F.A.

121. Shri K. L. Mehta, I.C.S., Adviser to the Governor of Assam, N.E.F.A., 'Lyndhurst', Laitumkhrah, Shillong.

122. Col. P. N. Luthra, Development Commissioner, N.E.F.A. 'Lyndhurst', Laitumkhrah, Shillong.

Tripura

123. Wing Commander M. Ramunny, District Magistrate & Collector, Tripura, Agartala.

Vindhya Pradesh

124. Shri T. N. Bahel, I.A.S., Development Commissioner, Vindhya Pradesh, Rewa.

125. Shri T. C. Gue Additional Development Commissioner, Vindhya Pradesh, Rewa.

MESSAGE

Three years ago I inaugurated the first conference of Development Commissioners for Community Projects. I spoke bravely then of the great task ahead. None of us knew at the time how this new adventure would shape itself and what results it would bring.

Now, three years later, the fourth conference of Development Commissioners is meeting to review their work and to plan for the future. Last year at Ootacamund, after considering the work done during two years, they decided to increase the pace and to spread out this net-work of Community Projects and the National Extension Service all over India. They laid down as their objective that they would cover the whole of India by the end of the Second Five Year Plan. This was a very brave decision, but I take it that the men who came to this decision did so realistically and knowing fully the nature of the task. They were, in fact, men who were themselves shouldering the burden of this vast scheme and were, therefore, talking with full knowledge of both the success obtained and the problems and difficulties ahead.

They are now meeting on the eve of our drawing up the Second Five Year Plan. Within six months' time from now we hope to present a draft of this plan and within less than a year the plan should be finalised and should begin functioning. I say finalised, but there can be no finality or rigidity about such a plan. It must be flexible and capable of change and improvement as fresh experience is gathered. But some targets have to be kept in view and worked up to. There are obvious limiting factors and we cannot merely translate into the words and phrases of our plan our hopes and aspirations. While we should be idealistic, we have to be realists also. We have to calculate our resources. These resources can partly be calculated in terms of past experience and partly in other and more uncertain terms. If our progress is to be faster than in the past, as we hope it should be, then a mere projection of the past is not adequate. The future must necessarily excel the past.

Resources are of many kinds—in money, in labour, in human beings properly attuned to the task before them. This latter is a very flexible and uncertain factor. It may, under fortunate circumstances, exceed any estimate that we can make of it; it may also belie our expectations.

But we have now a certain experience to guide us and this experience of the past few years has increased our faith in our people, made us more self-reliant and emboldened us to think in much bigger terms than in the past.

Much has happened in these few years which has led to this result. But I think that the most significant development of these years has been in the domain of Community Projects and the National Extension Service. Apart from the practical results which have been achieved, and these are both visible and considerable, there is something even more important, even though it cannot be measured and weighed. This imponderable factor is the spirit of the people, the removal of inertia in thought and action, the

development of a team spirit in national work and the sense of partnership of the people in great undertakings.

This represents the new dynamism which is so essential to all progress. It means a social revolution in our ways of life and work which is creeping gradually but surely over the vast land of India.

It is because of this that the Community Projects and the National Extension Service have become, more than anything else, the symbols of the resurgent spirit of India. They have not only moved our own people, more especially in the rural areas, but have attracted the attention of other parts of the world, more especially of countries in Asia and Africa which have to face rather similar problems to ours. These community schemes are not a replica or a copy of something from abroad, although we have learnt much from other countries. They are essentially an Indian growth, suited to Indian conditions and therefore with a solid foundation in the soil and the people of India. That is the reason for their strength and their vitality.

The National Extension Service lays a broad foundation all over the country for this work. The Community Projects are the bright, vital and dynamic sparks all over India from which radiate rays of energy, hope and enthusiasm. Both are necessary.

The country is committed to a socialist pattern of society. To bring about this change, we have to do many things in many spheres of activity. But the essential thing is to make freedom secure and broad-based, to bring the people in close association and partnership with the apparatus of administration and, more especially, with the working out of our Five Year Plans. We talk of the people's plan and we talk of the people's Community Projects. That is the essence of our approach to this question. No great change can be brought about merely by governmental functioning, although that is important, and we aim at great changes.

Therefore it is necessary that these community schemes should be based on the intimate cooperation of the people.

I send my good wishes to this conference and wish it success in the great adventure in which it is engaged.

JAWAHARLAL NEHRU.

New Delhi;
May 7, 1955.

REMARKS BY SHRI V. T. KRISHNAMACHARI, DEPUTY CHAIRMAN, PLANNING COMMISSION

Gentlemen,

It gives me sincere pleasure to meet the Development Commissioners of States once again.

2. The time has come for a critical assessment of the achievements in the field of Community Development and National Extension Service. I need not expatiate at any length on the reasons for this. There is first the fact that the movement already covers about 90,000 villages. Then, there is the proposal that it should cover the entire country in the next plan period. It should also be remembered that the National Extension Service and Community Projects programmes cannot be regarded as isolated programmes but as integral parts of the Second Five Year Plan. The Second Plan is bound to include a large programme of industrialisation. The function of the National Extension and Community Project programmes is to lay the essential foundations without which the country will not be able to support the industrial structure which is contemplated.

3. The Programme Evaluation Organisation has recently published its report giving an objective assessment of the working of the movement during the two years or more it has been in existence. A number of features mentioned in the report are encouraging: there are others which are not so encouraging and call for remedial action. The report is a valuable document which the Conference should examine most carefully. It has important lessons. I recognise that Development Commissioners invariably adopt a commendable attitude in regard to the working of the movement. There is no complacency and no wishful thinking. Every one has an objective outlook, recognising defects where they exist, and always willing to take steps to correct them. In a living movement like the National Extension Service, every one should keep an open mind, assess results continuously and adopt remedial measures in the light of experience gained.

4. I would like to remind Development Commissioners again that the aim of the National Extension and Community Projects movement is to bring about a social change—an awakening in the countryside and release the dormant energies of the nation for the achievement of a fuller and richer life. It is by the extent to which this social change is brought about that the movement has to be judged.

5. The Planning Commission has set before the country the objective of doubling the national income from the rural sector in ten years. It is necessary to achieve this objective, because the standard of living of the rural population is deplorably low—about 80 per cent of the total population in the country producing only 50 per cent of the national income. There is also the fact that the other programmes to which the country is committed can be successful only if this order of progress is achieved in rural areas. This objective should be kept in mind in laying down the targets for the Community Projects and National Extension movement. I would remind Development Commissioners that the National Extension movement is essentially a people's movement. It should not be

allowed to deteriorate into a series of official projects or schemes but should continue to be a dynamic movement representing the efforts made by the people to improve their own condition. The role of the officials is to guide the people; to advise them regarding the technical and other measures for increasing production; and to organise the finance, supplies and services needed to enable the people to implement programmes. In all matters there should be the widest consultation with the people and their genuine interest aroused.

6. Taking the official side of the movement first, I would like to refer to the important questions arising in that field.

Firstly, there is the question of organising administrative units. In States like Bengal, Bihar, etc. where zamindari and similar tenures prevailed, the entire revenue administration has to be built up. In this the need for bringing about perfect co-ordination between revenue and development cadres—especially the National Extension Service and Community Projects should be prominently borne in mind. Even in other areas, this is an important consideration. All over India there is need to examine the village boundaries so that there might be evolved good, efficient working village units with live panchayats or village councils. For example, there are over 3,80,020 villages in India with populations of 500 and below. More than 78 million people live in such villages, *i.e.* 27 per cent of the rural population. Again, there are 104,268 villages with population, between 500 and 1,000. About 73 million people live in such villages, *i.e.* over 25 per cent. of the population. Thus 52 per cent of the rural populations live in villages with populations below 1,000. A proportion of such villages is in hilly areas, which are sparsely populated. Many of them are in the plains. The question of combining these into units of a minimum population of 1,000 should be examined. A survey on these lines is in progress in the U.P. and some other States.

(ii) Coming to the unit above the village, I attach the greater importance to the Village Level Worker. He is a key figure in the administration. Steps should, therefore, be taken to ensure that the selection of Village Level Workers is made most carefully and that every Village Level Worker is given the minimum training namely, the basic training—for one year in agriculture followed by Extension training for six months. Also good prospects should be ensured for Village Level Workers who show good work. I fear that these requirements are not always adequately borne in mind. Nothing will do greater damage to the movement than to employ Village Level Workers who are inadequately equipped for discharging their responsible functions. I would rather spread the movement more slowly than take into service imperfectly trained Village Level Workers. I commend for consideration by the Conference the suggestion contained in the Evaluation Report that a high level committee should be appointed to go into the entire question of training the project personnel. I hope the States will take steps to establish as speedily as possible the training centres for Village Level Workers required for the Second Five Year Plan, sanction for which has been communicated to them. The Extension and Basic Training Centres should be brought into the closest possible relationship and amalgamated as soon as practicable.

(iii) Above the Village Level Worker the Block Development Officer has a very important role to play at the Block level. His training is of equal importance. At the Sub-Divisional and the District level the problem is largely one of co-ordination. To this reference has been made in the Evaluation Report. This question of co-ordination deserves special attention. The need for this is not realised everywhere. The officers at the Sub-Divisional and District levels should work as a team with a single objective not only in the National Extension Service and Community Project areas but also outside them. This co-ordination has to be achieved not only for the programmes sponsored by the Government but also for development programmes of local bodies or other agencies. I request Development Commissioners to review the position in their States and place before their Governments the steps needed in order to achieve the fullest co-ordination not only in the National Extension Service and Community Project areas but also in areas now outside these.

7. While on this subject of co-ordination I should like to explain that there are four stages in the extension movement:—

(i) The pre-extension stage. During this stage local development programmes including local boards' programmes should be so organised as to prepare the people for the National Extension Service. These programmes should be prepared in consultation with the people and be regarded as their programmes to which they make a contribution in the form of labour and/or money.

(ii) The extension stage: when the National Extension Service is introduced in an area. This is the permanent structure.

(iii) The period of intensive development known as the Community Project programme for three or four years.

(iv) The reversion to the National Extension Service stage after the Community stage.

These stages are inter-linked. This unity should be recognised and co-ordinated work organised in villages from the outset.

8. On the non-official agency, the Evaluation Report has made valuable observations. There is first the village council. In some States, *ad hoc* village bodies have been set up even where there are statutory panchayats. Is this desirable? The Conference should examine the steps necessary to strengthen the statutory panchayats in order to make them efficient development councils for villages. At higher levels also a careful review of the working of non-official organisations is necessary with a view to bringing about the closest co-operation with official agencies. These non-official organisations have a vital part to play—creating enthusiasm among the people and obtaining their participation in every programme and bringing about the social change which is at the root of all progress.

9. To assess the extent to which the movement has brought about a change in the minds of the people, it should be able to give satisfactory answers to the following questions:

(i) Have we given a plan of improvement to every family in the countryside and are we assisting these families to implement their plans? To achieve the target of doubling the production, works of

permanent improvement have got to be initiated by every family—for making the optimum use of the irrigation facilities, for consolidation of holdings, for contour-bunding etc. The aim should be increased employment not only in agriculture but also in cottage and small-scale industries etc.

(ii) Is every family made fit to become a member of at least one co-operative society in its own right? The co-operative system should be integrated with the National Extension Service movement. The Conference should consider how this integration should be achieved. An essential point is how the sections of the community which are not represented on co-operative societies because they do not satisfy the tests laid down for creditworthiness can be rehabilitated and made creditworthy. Unless such rehabilitation is achieved, the entire movement will be condemned as benefiting only the well-to-do families in the countryside and cannot become a people's movement in any sense. This point I propose to deal with more in detail later on in my remarks.

(iii) To what extent do the families in a village utilise a portion of their time for voluntary work for the benefit of the community? A fair measure of success has been achieved in this direction both in the National Extension and Community Project areas. There should be intensification of these efforts and the aim should be to have *permanent* works of public benefit like village forests, improvement of grazing grounds, drinking water wells, roads, school buildings etc. constructed with people's participation. It should also be emphasized that such works as are constructed should be maintained by the village panchayats.

(iv) Is there an active women and youth movement in the villages? It is most important to bring these into the movement actively. For this purpose, in every block there must be a woman social organiser and two women village level workers devoting themselves specially to these aspects of the movement.

10. I shall now place before you certain conclusions I have reached, in the light of the experience gained in the working of the movement in the last three years, as to the lines on which work should be organised in the Community Project areas—Stage (iii) referred to by me I would refer you to the statement contained on page 2 of the paper Item I—Review of the Operational position—circulated by the Community Projects Administration.

	Government Expenditure		People's participation	
	(Rs. lakhs)	% of 'pro rate' target	(Value in Rs. lakhs)	As % of Govt. expenditure
1952-53 (Community Projects/Blocks) (October 1952 to December 1954).	1,102·28	45	477·08	41
1953-54 Community Development Blocks (Oct. 1953 to Dec. '54)	100·67	30	69·44	68
1953-54 NES Blocks (Oct. '53 to Dec. '54)	186·02	39	271·54	150
	1,383·57	43	818·06	56

From this statement which shows people's participation in relation to Government expenditure, it appears that in the 1952-53 Community Projects people's participation was 41 per cent of the Government expenditure; in 1953-54 Community Development Blocks 68 per cent and in 1953-54 N. E. S. Blocks 150 per cent. Ignoring Government expenditure on projects, the people's participation in such areas for every 1,000 persons in the population for a comparable period was as follows:—

	Rs. lakhs
1952-53 Community Projects/Blocks (Average of 5 quarters out of 9) .	1,581
1953-54 Community Development Blocks (Oct. 1953 to Dec. 1954-55 quarters)	1,580
1953-54 N. E. S. Blocks (Oct. 1953 to December 1954-55 quarters) . .	1,378

In other words, in spite of additional loan and other expenditure on development in Community Projects, the people's participation is nearly the same as in the N.E.S. areas. This feature requires examination. There should be much larger people's contribution as the result of the intensive development taking place in Community Project areas. The Evaluation Report refers to the tendency in Community Project areas to attach too much total allotment. If such tests are applied, officers tend to incur expenditure through contractors and other agencies in order to show good results. This, of course, impairs the quality of the movement.

11. In my view the time has now come to reorient our ideas about the nature of the intensive development that should be done in the Community Project areas. Such work should be of a *permanent* character so that after an N.E.S. Block has passed through Community Project stage, there should be distinct evidence of permanent improvement in the economy of the village: otherwise the main objectives of the Community Project stage would be defeated. I make the following suggestions in regard to the lines of work that should be undertaken in the Community Project stage:

Firstly, the utmost importance should be attached to consolidation of holdings. For this purpose, a block should be taken up as the larger unit of which a village or a group of villages would be sub-units. In regard to the entire block, there should first be an alignment of the road system needed (i) to connect the area with the main roads or important railway stations and (ii) the interior paths connecting each village with the roads under (i). The lands needed for both sets of roads should be surrendered by the villages as part of the consolidation work. Similarly, lands for village schools and middle high schools, dispensaries etc. existing and needed in the future should be set apart as part of the process. The advantage of combining consolidation work with this kind of road and institution planning is that the contributions will be made in proportion to the total area held by each individual, *i.e.* in proportion to the property owned. I know that consolidation of holdings is

being attempted in several States, but suggest that it should be organised on the basis referred to above. I have seen this kind of planning successfully worked in a few States but should like this pattern to be adopted everywhere.

Secondly, improvement of irrigation facilities and contour-bunding in dry areas should be systematically attempted after careful survey with popular participation on the largest possible scale. I should like to mention the work done in this respect in the Sholapur area in the Bombay State and the financial and the technical arrangements on which it is based. In areas already receiving irrigation, the loan expenditure earmarked for irrigation can be diverted to rural electrification. In this connection, I invite the attention of the Development Commissioners to the suggestions contained in sub-paragraphs (iii) and (iv) of Chapter VI of the G.M.F. Enquiry Committee Report. I attach much importance to co-operative societies for well-sinking, especially in areas where electricity is available for supplying power for lifting water.

Thirdly, I refer again to the suggestion for ensuring that every family has a programme of work for which it is assisted, the main aim being increased employment and production. There should be a careful survey for cottage and small-scale industries and supplementary occupations should be provided for every family. In Blocks adjacent to urban areas production of vegetables, milk, eggs and poultry and processing of agricultural products which can find a ready market in the neighbouring towns should be organised carefully.

Fourthly, there is the organisation of the Co-operative movement for the purpose of making every family "creditworthy". At present, even in the areas in which the movement has spread most, only 30 to 40 per cent of the families benefit by it by satisfying these tests laid down. The rest should be made creditworthy. This should be the main aim of the primary co-operative society, working in the closest co-operation with the village council. The tests for "creditworthiness' laid down by the Co-operative movement should stand and families which are not in a position to satisfy these tests should be enabled by loans in kind—good seeds, fertilizers etc.—to improve their financial position in such a manner that, in two to five years, they might become eligible in *their own right* to become members of the co-operative societies. As Development Commissioners will recall, the Co-operative movement when it first began, had as its motto "capitalising the honesty of the villager". The co-operative society is intended to help those who can be expected to return loans but do not have the sort of security which an ordinary bank will accept. The village council should advance loans in kind, watch the use of such loans for the purposes for which they are given, recover the loans with interest and also a portion of the share capital for membership of the society at the time of harvest and in other ways, enable the smaller people to improve their condition. It is only in this way that the National Extension and Community Projects movement can benefit the 60 to 70 per cent. of the rural families which are at present unable to take advantage of the facilities provided by the Co-operative movement. There are discussions as regards the optimum size of the village society. There

cannot be a hard and fast rule for this. The size has to vary according to local conditions. This is what the All-India Rural Credit Survey recommends. When determining the size of the primary society, three considerations must be borne in mind: (i) it should be large enough to be a viable unit and to be able to provide a competent board of management: (ii) at the same time, the board of management should be in a position to keep in touch with individual families and undertake their rehabilitation in the manner indicated above, (iii) the society should be able to assist in consolidation of holdings and other programmes referred to for Community Project areas.

Fifthly, in Community Project areas, more labour and/or money should be available for works of benefit to the village or community.

Sixthly, the women's and youth movements should be more vigorous.

12. I feel strongly that programmes on the above lines should be organised in the Community Project areas if they are to serve their purpose and preliminary steps towards these should be taken when an N.E.S. Block is established in a group of villages. It follows from this that village level officers should be trained in co-operation including consolidation of holdings. I suggest that every Development Commissioner should take up a number of blocks and develop them as models for intensive work comprising all the programmes described above. Workers from other areas can come for training in these areas on the patterns of intensive work which should be done in Community Project areas.

13. Before concluding, I would again emphasize that the N.E.S. is a human movement—a people's movement which should retain its vigour and dynamism. We should not be afraid of making trials and experimenting with new ideas. As you all know, I am deeply interested in the movement. I have faith in it for finding solutions for all rural problems. The doubling of rural income is vital for progress. I do not think there is difficulty in realising it. What is needed to achieve this is intensive work of the kind I have indicated and the evolution of a diversified rural economy in which the best will be got out of the land and the people. All this means that the nation must be awakened. There are no limits to what an awakened nation can achieve if, on the side of the administration, there is the utmost efficiency in the organisation of supplies, services and credit and other facilities through the Co-operative movement and in other ways.

77 C.P.A.

GIST OF SPEECH BY SHRI S. K. DEY, ADMINISTRATOR, COMMUNITY PROJECTS ADMINISTRATION

Friends and Comrades,

We met for the first time three years ago in the Central Hall of the Parliament in New Delhi. At that time I did not know much about the programme nor did you. Since then we have gone through vicissitudes of experience throughout the country from N.E.F.A. to Saurashtra and from Ladakh to Kanya Kumari. During these three years the movement has grown from nothing, from complete scepticism to a living vibrant programme in which men, women and children have joined together in a combined effort without parallel. The world is watching us with admiration. There are compliments showered on us from every quarter. I must confess I feel a sense of nervousness about it all, for these are likely to produce in us "a sense of arrival".

Review

The papers circulated for this Conference are before you. These documents represent the pooled thinking of all the people engaged in this programme. I can add hardly anything more to these. Even the review of the programme of work has been done so neatly in these papers that I have hardly a word to add. I shall, however, attempt to give a picture of the programme from an all-India perspective not as one who is a participant but as a "gentleman at large".

It is out of place now after three years to compare the relative performances of the various States. We have now established a standard of normal performance practically all over the country. The disparity between the best performer and the poorest has narrowed down. There are, however, wide disparities in performance between individual projects within the State. There are also disparities between various fields of activities. In fact work is yet to begin seriously in certain fields.

Village Industries

After three years of this movement, we have come to a stage when the agricultural programme will spread by its own momentum. It is, however, bound to touch only those who own land or have a livelihood on land. But this would mean only about 60 to 65 per cent of the people. Rest will have to find alternative means of employment. This can only be possible through promotion of village industries—industries which can produce for immediate requirements of village people themselves and not so much for the cities. The increased requirements of consumers' goods as a result of the development activities should be met by these village industries.

I am happy to say that we have been able to bring all the official organizations handling the village industries programme under the general direction of the Ministry of Commerce and Industry, to come and meet us on mutually acceptable terms and join us in this Conference. The programme is yet to begin. The present Conference is a happy augury.

People's Institutions

The other direction in which we have not yet achieved any substantial progress is the development of institutions of people at

the village level. As Deputy Chairman rightly pointed out we have got to develop a suitable village institution, namely, the Panchayat, for civic, and Cooperatives for the economic affairs of the villages. An effective beginning to build these self-governing institutions is yet to be made.

Women's programme

The women's programme is chiefly being conducted by men. We are so engrossed in our immediate problems that we are tempted to believe that if we can keep men involved in economic activities, we will eventually be able to draw the women into the programme, little realising that it is yet the woman that rules the destiny of men in all the countries of the world. Take for instance sanitation, dietetics, better homes, rearing of children. In all these, unless we can fire the imagination of women, we shall achieve hardly anything. The programme of women has no doubt begun in certain areas spontaneously but such unplanned and uncoordinated movements cannot have lasting results. What we have to consider is what type of women workers we need. There are difficulties in our way. If we employ young women they get married and leave the programme soon after; elderly women are so buried in traditions that it may not be possible for them to learn new lessons. I hope we shall be able to find an answer to this as a result of the deliberations of this Conference.

To the Masters

It is not enough to gear the Government organization to a welfare programme. It is not possible for instance to expand the Government organizations to an extent as would man this movement all over the country. Even if we could do it, it would be dangerous. There is no certainty that the democratic conditions prevailing today would last for ever. It may just be possible that some day, this all powerful Government machinery will fall in the hands of one who may utilise this instrument of concentrated power to destroy the very foundations of the freedom for people which we are working for.

In the beginning when the programme was launched, it had necessarily to be a Government programme with people's participation. Now with the experience of the working of the programme a time has come when we should shift the emphasis and make it a "people's programme with Government's participation". The Government agency should function as advisers to the people's movement and maintain certain institutions to back the programme.

The 'ruled' of yesterday have to be converted into the 'rulers' of tomorrow. In designing the future programme we have to keep this in view. There is doubt expressed in certain quarters about the competence of village people and their representatives to take decisions involving expenditure of money, and civic works. I have no reasons to question the bonafides of the people who express such a fear but I must say that this is what we used to hear from our British rulers 40 years ago. They went on saying right up to 1945 that Indians could not rule themselves. Yet when they left, in spite

of our inexperience we are forging ahead. We have a fire which nobody could predict then. There is no reason therefore for us to be so diffident of our people and so confident of ourselves. It may be that during the period of transition there will be a certain amount of wastage. Such things happen even in bigger schemes although continuous effort must be made to prevent it.

N. E. S. and C. D. P.

Let me now attempt to give a definition to our programme. The National Extension Service, I must say, is a skeleton of a new structure of administration in the context of the Welfare State. But for the N.E.S. which has laid a single line pattern of administration from the Centre to the village, we would have run into a very dangerous situation with the working of the intensive development schemes which under the earlier community development projects of 1952 would have been isolated islands spread out in the country. Although the N.E.S. has the benefit of the experience of programmes on similar lines in other countries it was primarily due to the genius of our Deputy Chairman that this programme has become the basic frame-work of a new structure of Government to administer the functions of a Welfare State. It is appropriate that the idea should have come from an able and experienced administrator of Shri V. T. Krishnamachari's calibre.

While the N.E.S. has provided the skeleton, the Community Projects serve as the modicum of flesh, and between the two they have produced the complete image. But life is yet to be instilled in it. That can only be done by the soul of the people. We have therefore to come to the people and get them to lend us the spirit that resides in them.

The Four Stages

The Deputy Chairman had mentioned three stages for the implementation of the programme. May I be permitted to add a fourth stage. The first stage, of course, is *pre-extension*. This starts at a stage when the people are a motley crowd. We then start with the programme of local works and based on the response of the people some of these areas are selected for the second stage, namely, *extension*. At this stage the skeleton frame-work of new administration is provided. As I said a while ago the bones of the skeleton are likely to begin rattling unless a small modicum of flesh in the form of development expenditure is provided in every field. If the people respond, and they should if correctly approached, the limited funds will soon threaten to come to a close. It is at this stage that we enter into the third phase of the programme, namely one of *intensification*. During this period the resources of the people are augmented substantially by those from Government sources. This intensive period should enable the people to develop their resources to a stage when development could proceed further on its own momentum with a certain amount of assistance from the normal administrative machinery of the Government. It would then be the period of what we may call *normalisation*. I would like this Conference to evolve a pattern for the working of this stage.

Future Programme

At the third Development Commissioners' Conference we had decided that the entire country should be covered by the N.E.S. and half the country by the Community Projects during the course of the Second Five Year Plan. The National Development Council had considered this recommendation at their last meeting and had endorsed it as a broad objective. This is the target before us. It may be exceeded or lowered depending upon our resources both financial as well as human.

Personnel Training

More than the limitations of finance the problem before us is one of the training of adequate personnel in quality as also in number of persons. Due emphasis has therefore to be given to the selection of the right type. The requirements being very large we will be compelled to take people with inadequate qualifications on account of which their quality is bound to suffer in spite of the steps that we may take towards their initial training. Immediate steps will have to be taken to lay down long-term training arrangements to meet the projected requirements. At the same time recourse will have to be taken to run short-term training courses for the immediate requirements for, say, a few years to come. Care will have to be taken that the personnel who go through these short-term courses are enabled subsequently to receive further training to fit into the long-term programme.

Anti-stagnation measures

The outside world says we are the greatest country today in the world. I must warn you friends, not to be carried away by these compliments. We might have achieved very substantial results over a small period yet we should not have any feeling of complacency. There is a danger of stagnation getting in the programme which we should avoid at all costs. Some of the anti-stagnation measures that we can take are:—

(a) In-service training to make up for inadequacies of short-term training in the beginning, and also refresher courses.

(b) An organized programme for the holding of seminars at various levels for the different categories of personnel engaged in the programme.

(c) Organization of Melas and Fairs to arouse and sustain the enthusiasm of the people. Festivals are a part of Indian life. People get charged with emotions in these Melas which we can well take advantage of.

(d) Inter-State visits and study tours. It is essential that people and the project staff of the development blocks should know what is happening in other project areas. The Ford Foundation has offered assistance to sponsor these Inter-State visits.

For all these anti-stagnation measures let us develop a regulated programme. Let us always keep in mind that we have always something to learn from others. India is a little bigger than the biggest of the constituent States. She is a little wiser than the wisest of the States.

Programme Administration

The administration of the programme can be summarised under 4 stages:—

(1) Experimentation—which means research in all fields of activity.

(2) Demonstration—where proved research is tried under field conditions and its effectiveness demonstrated to the people.

(3) Extension—better practices and results of demonstration are made known to the people for adoption.

(4) Saturation—the whole area is saturated with the new practice.

Programme aids

C. P. A. had been producing materials as aids to extension work e.g. manuals, pamphlets, posters, films, filmstrips, songs, dramas etc. State Governments have similarly produced quite a lot of this material. I am not quite sure whether all these materials are being made use of by the staff at all levels. I shall plead that no efforts should be spared to see that all these materials are fully used. It has been proposed to set up Information and Community Centres in all the States. These, I am sure, would help popularising the various materials. Popularisation of the community development programme should be made a charge on the Social Education Organizer.

Impregnability after recognition

My greatest satisfaction is that on this programme we have committed possibly the smallest number of errors. This can be borne out by the fact that so far neither the C.P.A. nor any Ministry in the Government of India have received any letter complaining of corruption in any State or by any individual connected with this programme. Criticism of the programme or opposition to it is always bound to be there. In fact it is most helpful as in its absence we are likely to get stale.

In order to make ourselves impregnable we should take recourse not to mandatory powers but to the creation of new allies to our programme both in the Government as also outside. There should be a complete fusion of the activities of officials and non-officials so that we could all work as a team instead of functioning in isolation from each other. A stage has come when important non-official organizations in the country with experience of work in the rural areas like the Kasturba Trust, Bhoodan Movement and others are convinced of our bonafides and are prepared to join us in this movement. It is now for us to extend our hand and make an integrated approach to the problem with assistance from these non-official organizations. In addition to this, it would be necessary for us to create the suction from below, the people, so that there may be increased demands for execution and extension of Government service to the people.

In memory of the fallen in battle

Before I close I would like to remind you about late Shri M. M. Crishna, Development Commissioner of Himachal Pradesh who gave his life while standing on his post of duty. In memory of one of our colleagues who had fallen in the battle I would request you to observe a minute's silence. At this moment I am reminded of a small tablet which I saw while in Kohima in a cemetry of those who had died in the battle front:

"When you go home
Tell them of us and say,
For their tomorrow
We gave our today"

MAIN RECOMMENDATIONS AND CONCLUSIONS

MAIN RECOMMENDATIONS AND CONCLUSIONS

I. (1) **Review of Operational Position.**—It was noticed that although at the commencement of the C. P. Blocks some States had started exceedingly well because of their advanced position and others were lagging behind, this disparity has now been considerably narrowed down. In individual projects, however, there is considerable room for improvement. But the broad fact is that normal standard of performance has been achieved by almost all States. Activities in which greater attention is needed in the coming years are cooperation, cottage industries and rural housing and development of people's institutions so that the programme may be people's programme with Government participation rather than Government programme with people's participation.

(2) **Report of the Programme Evaluation Organization.**—The main observations made in the report were generally accepted. Other observations that were made during the discussion are:

(i) The system of integration at all levels of project administration is an experiment which is to be watched carefully.

(ii) In order to lighten his burden, the Collector may be relieved of his routine duties by appointing a special officer (c.f. page 5 of the Blue Pamphlet on N. E. S.); or the district may be split up so as to make it a manageable and convenient administrative unit. Due to dearth of I. A. S. officers, the latter course should be resorted to only in very exceptional cases.

(iii) At the Block level there should be an officer exclusively charged with the responsibility of developing the co-operative movement.

(iv) The Programme Evaluation Organisation would take up for a comprehensive survey the subject of people's participation during the coming year.

(v) The staff of the Programme Evaluation Organization stationed in the various States are not competent to make an objective judgement on the working of the projects. They are essentially meant for collecting facts for the Central Organization which alone can evaluate the overall performance, and submit periodically their report as at present.

(3) (a) (i) **Seed Multiplication.**—(1) It is desirable to concentrate on a particular variety of good seed and ensure its adequate supply instead of attempting to multiply all kinds of seeds recommended.

(2) Basic or nucleus seed should be produced in Government farms to ensure purity.

(3) Whereas by and large it has been found satisfactory to multiply the basic seeds through registered growers it is not necessary to restrict the agency for this purpose to this category alone. Seed multiplication may be carried through any other agency as may be found convenient. It is, however, essential to make arrangements for proper supervision for seed multiplication.

(4) The storage and distribution of the seeds could be entrusted to Government agency, Panchyat or Cooperatives as may be found convenient.

(5) Where ceilings have been fixed for possession of land, all land above that ceiling may be utilised as seed multiplication farms.

(6) When seeds are procured from outside areas, care should be taken in selecting areas with similar soil and climate conditions for its multiplication.

(7) Enactment of legislation for the use of particular quality of seeds may be examined by State Governments.

(8) A pattern of the various activities involved in this programme namely production of basic seeds, multiplication of seeds, storage and distribution should be evolved and put into operation before the period of intensive development is over.

(ii) **Mixed and diversified farming.**

(1) Emphasis should continue on growing more food, but along with it, raising of protective food should also be encouraged. Whether it is grains or protective foods, the objective should be to make the best use of land for maximum production with scientific agriculture.

(2) There should be a positive programme to induce farmers to grow for their own consumption some of the protective foods such as vegetables, fruits, fish, poultry, etc.

(3) The success of diversified farming would, to a certain extent, depend on the success of industrialisation in the Second Five Year Plan without which there is likely to be a danger of slump in prices of food crops.

(iii) **Agricultural implements.**

(1) A survey of indigenous implements on a limited scale is necessary which should also serve as a basis for conducting further research to improve indigenous implements.

(2) Cooperative societies and Panchayats should be encouraged to stock implements and hire them out to their members or sell them on a hire-purchase basis.

(iv) **Consolidation of holdings.**

(1) Consolidation of holdings is an essential factor for bringing about a systematic long-term improvement of the rural economy in general and of agriculture in particular. The area of planning for consolidation work should not be confined to exchanging of bits of land but should be comprehensive and bring in its orbit other aspects of village life, namely, laying of village roads educational planning, grazing grounds etc.

(2) Essentials for consolidation work which have been responsible for success are, highly trained staff of good Patwaris and other Revenue officials; machinery to exercise supervision and check corruption; and enlisting the voluntary participation of the people by educating them in the benefits of consolidation of holdings. Land reform should necessarily precede consolidation work.

(3) An N.E.S. Block should be taken as the area of operation, and the village the unit, for consolidation work.

(v) **Improvement of live-stock.**

(1) Surplus States may assist deficit States in the supply of pedigree breeding bulls. Artificial insemination should be used to the maximum extent possible.

(2) Animal nutrition should be taken up as a serious programme in consultation with the State Departments of Agriculture, Animal Husbandry and Forests.

(3) There should be a poultry hatching centre at the headquarters of each Block with incubators fed by eggs from a central poultry farm and compact Blocks should be saturated with improved breeds.

(b) **Cottage and Small-Scale Industries**

(1) The Community Project/N.E.S. areas offer the most promising field for the development of cottage industries. They should be made the focal point of activities for the programmes sponsored by the various Boards and the State Governments.

(2) A beginning should be made in about 25 pilot Projects which should be started immediately in the Community Project areas all over the country for intensive work in the field of cottage industries. An officer of suitable status and qualifications should be appointed immediately by the States concerned, in each of the Pilot Projects who would make a study of the potentialities in that area from the point of view of availability of raw materials, local skill, markets, etc. with the assistance of the Boards and the technical service organizations of the Central and State Governments. It was also emphasized that States need not wait for development of village and small-scale industries in the other Community Projects/Blocks for the results of the pilot Projects.

(3) State Governments will take immediate action for the appointment of a Joint Director (Extension) for Cottage Industries wherever it has not been done.

(4) State Governments will also examine the question of making provision for adequate staff for development of village and small-scale industries both at the district and sub-divisional levels in the context of the Second Five-Year Plan.

(5) At the Block level although it should be the aim to have one officer for the development of cottage industries for every N.E.S. Block, to start with about 700 of such officers would be trained during the next year; 200 by the Small Scale Industries Board and 500 by the All India Khadi and Village Industries Board. The minimum qualification for the former would be a diploma in technical subjects. As regards the 500 candidates to be trained by the Khadi Board, they should be graduates preferably in Science or Economics. State Governments should take early steps to create these posts and recruit suitable persons for training.

(6) The Conference recommended that steps should be taken to create and fill the posts of Block Level Extension Officers (Cottage Industries) for Community Development Blocks and N.E.S.

(7) In order to discuss in greater detail the subject of promotion of cottage industries in C.P.-N.E.S. areas, a special conference may be called after some time to be attended by some Development Commissioners, State Directors of Industries and representatives of the various Boards and Central Ministry.

(c) Cooperation

(1) Institutional credit through Co-operative Societies will be made available for all purposes of agricultural development which will make it possible for the staff of National Extension Movement to reach almost all families in a village which have interest in agriculture.

(2) This institutional structure would mean that credit on the basis of the assessed requirements for productive use will be made available, as far as possible, in kind and that recovery of loans will be facilitated by a provision that the produce of the borrower's yields will be sold through cooperative channels. The basis of credit in this system will not be confined to possession of assets by the borrower but will consist primarily in the assurance of productive use of the loan. It will, of course, be assumed in all systems of credit that the personal character of the borrower will be the foundation on which the credit of the society will be built. The Cooperative credit system must also provide adequate finance for the adoption of programmes of long-term development schemes such as soil conservation, consolidation, well-sinking, bunding etc.

(3) In order to carry out effectively the integrated scheme of rural credit there should be at least one multi-purpose cooperative society for each Village Level Worker's circle. In deciding the optimum size of a primary society in each area the two requirements (a) keeping the size sufficiently small so as to ensure real contact between the members and the Directors so that the use of loans is properly supervised; and (b) making the size sufficiently large so as to ensure adequate resources for the society for appointment of trained and efficient management, should be satisfied to the maximum possible extent. An endeavour should be made to make every family a member of the society. The activities of the multi-purpose society should cover all the aspects of the village production economy. An extension programme for village artisans should be prepared and incorporated in the National Extension programme. Credit through institutional channels should be made available for the wide acceptance of this programme, in the same manner in which it is now proposed to supply credit for the agricultural extension programme. The poorer sections of the population should be initially brought into the societies as associate members on payment of a small entry fee and it should be possible in course of time for them to become full members. The moment one becomes an associate member, he becomes entitled to advances from the society and these advances can be utilised towards payment of the membership fee and raising share capital.

(4) In order to encourage the cooperative movement, taccavi loans (tagai loans) should be given only through cooperative societies in areas where those societies have been firmly established. In areas where the cooperative movement has yet to be firmly established the policy governing taccavi loans should be implemented in a manner which would encourage the formation of cooperative societies, for example, there should not be a marked difference in the rate of

interest. All the resources available to an integrated and institutional system of credit *e.g.* Reserve Bank, State Governments Co-operative Banks etc. should be pooled so as to ensure the maximum possible use of credit at a minimum level of interest.

(5) Whereas the educative object of N.E.S. would emphasize the need so as to transform the outlook of the people so that they do not indulge in any wasteful or extravagant expenditure (*e.g.* as on social and religious ceremonies), the possibilities of providing credit to meet absolutely essential expenditure in these respects through contributory or insurance funds in the cooperative society should be explored.

(6) There should be a separate officer on the staff of the N.E.S. for Cooperation and necessary funds found for this purpose from the N.E.S. budget.

(7) There is need for having cooperative societies for processing, marketing and supplies on mandi town level. These societies should have adequate facilities for godowns and warehouses.

(8) It would be possible to execute the minimum programme for organizing the cooperative societies as recommended by the State Cooperative Ministers' Conference provided the co-operative staff at State headquarters and the field is sufficiently strengthened and proper attention is paid for training in cooperation and extension methods. There should be a separate officer on the staff of the N.E.S. for Cooperation, and necessary funds should be found for the purpose. The present arrangement to have one officer for Cooperatives and Panchayats will not be adequate. The work on Panchayats will also need the services of a whole time officer.

(d) **Irrigation and Communications.**—Due importance should be attached to the existing water courses and the construction of new water courses, wherever this will increase the area of irrigation from an existing project or will make it more assured. Lining of channels may also be adopted wherever possible.

Maintenance of Minor Irrigation Works.—Most States have legislation for maintenance of these works. Introduction of such legislation may be considered in the case of others. Maintenance of small works may be entrusted to Panchayats while the bigger schemes should be the responsibility of the State Governments. Panchayats may be empowered to levy water-rates to enable them to maintain the works.

Maintenance of Roads.—Roads which are being metalled under the Community Projects programme should be maintained by the P.W.D. Lower category roads which correspond to roads of the local bodies, should also be maintained by them. Village roads should be maintained by Panchayats. In respect of roads which will finally have to be transferred to Public Works Department, care should be taken to acquire sufficient land on the sides of the roads from which earth could be taken for maintenance of the road.

Maintenance of equipment for roads and minor irrigation.—The entire equipment obtained from abroad is being fully utilised in all

the States. Some of the States have adequate facilities for the training of personnel. Those that have not, should avail of the facilities offered by the C. P. A. Workshop facilities should be provided for maintenance and servicing of equipment and such of the States as do not have these facilities should establish them early. The Departments concerned should be responsible for maintenance of the equipment.

(e) **Rural Housing.**—(i) There is need for separate engineering staff specially responsible for promotion of rural housing. As far as possible, villagers should construct or improve their houses out of their own resources. Subsidy should not be encouraged. There is no objection to providing long-term loans at reasonable rates of interest.

(ii) Such of the engineering staff as are working in the project areas at present should be given an organised short-term training course in practical approach to the aided self-help housing programme in the rural areas.

(f) **Health and Sanitation.**—(i) A Primary Health Centre and three sub-centres are essential for each N.E.S. Block and steps should be taken to establish these centres. A trained *Dai* should also be provided for each Village Level Worker's circle (approximately 10 villages).

The medical staff contemplated in the health centre and the sub-centres should be taken over by the normal Health Department of the State after the intensive development period is over.

(ii) Sanction of health centres should be communicated to State Governments along with N.E.S. Blocks so that necessary arrangements may be made in time.

(iii) The following provision should be made in order to increase efficiency of health services—

(a) Security of tenure;

(b) Provision of residential accommodation;

(c) Reasonable non-practising/rural allowances;

(d) Revision of existing pay scales or, at least higher initial start in the existing scales;

(e) Provision of transport;

(f) Unification of Health and Medical services where it has not been done.

(iv) **Family Planning**

(1) Family planning should be encouraged. State Medical authorities may consider drawing up suitable schemes for the purpose.

(2) Ministry of Health may consider issue of consolidated sanction for Health Centres, Maternity and Child Welfare Centres and Family Planning Centres.

(3) **Minimum programme for village sanitation.**—The following was considered as the minimum programme for village sanitation—

(i) Provision of safe water-supply in every village;

(ii) Construction of sanitary rural latrines;
(iii) Provision of smoke-flues or construction of smokeless chullas in every home;
(iv) Pavement of village lanes with adequate arrangement for drainage and disposal;
(v) Construction of soakage pits;
(vi) Construction of ventilators to admit fresh air and light in every house;
(vii) Houses should be improved so as to have the cattle segregated from living accommodation.

(4) **Training of Overseers in Public Health Engineering.**—In the orientation course proposed for the Overseers the subject of Public Health Engineering should also be incorporated. Advantage may also be taken by the State Governments of the three months' course in Public Health Engineering organized by All India Institute of Hygiene and Public Health, Calcutta twice a year.

(g) **Social Education**

(i) A District Social Education Organizer is necessary for each district in every State. The minimum basic qualification should be a degree and they should possess field experience preferably in C.P. and N. E. S. areas with adequate knowledge of local conditions and customs of the people. His primary function would be to execute the State plan of Social Education in the district in areas which have been covered by C.D.P. or N. E. S. Blocks. He will be responsible for planning, organizing, supervising and executing Social Education programme in the entire district with particular reference to C. P. and N. E. S. areas.

District Social Education Organizers should be given training and appointed to districts as and when trained candidates become available.

(ii) The District Social Education Organizer should maintain the necessary technical control over the Social Education Organizers in the field and provide them with the necessary direction and guidance. The Social Education Organizers should, however be under the executive control of the P.E.Os/B.D.Os in the same manner as other subject matter specialists.

Until such time that the District Social Education Organizer is posted in a district it would be necessary to place the Social Education Organizer under the control of the District Inspector of Schools of the Education Department.

(iii) It was desirable to appoint, as early as possible, an officer of appropriate status (corresponding to Deputy Director or Joint Director) under the Director of Public Instruction at the State level.

(iv) Women Social Education Organizers should also form part of the Social Education set-up of the State and attached to the Education Department. It was not desirable to develop separatist tendencies.

Minimum programme of Social Education for men and women

(1) Social Education work in Blocks should be planned under three types of programme viz. (i) a full programme; (ii) a large programme; and (iii) a small programme. It is possible to execute the programmes in a Block as follows:—

(i) Full programme—In at least one village.

(ii) Large programme—Headquarters villages of the gram Sevaks.

(iii) Small programme—In the remaining villages.

(2) It should be possible for the Social Education Organizers to achieve the targets in respect to various items of activities. While considering the minimum qualitative targets it was emphasized that the importance of the integrated role of the Social Education Organizer *viz.* explaining the overall programme of the project to the people so as to ensure the fullest participation of the people should be kept constantly in view.

(3) It was necessary to enlist the help of local women to implement the minimum programme of Social Education for women. In the absence of women Social Education Organizers, attempts should be made to interest suitably qualified women in the Block such as wives or relations of project staff to undertake this work.

(h) (i) **Pilot Project for intensive development**

(1) It was desirable to start a few pilot projects for intensive work among women and children. One Block or a compact area in the Block of each Community Project may be taken up for this work. Such areas may be outside the areas selected for Social Welfare projects by the Central Social Welfare Board.

(2) One additional woman Social Education Organizer, ten trained Gram Sevikas and part time local women workers were considered necessary for carrying out the programme in each pilot area.

(3) The results of experiments in these pilot projects should be carefully watched and further projects should be taken up for such intensive work only when tangible deductions regarding the working of the projects are available.

(4) State Governments will take up direct with the Central Social Welfare Board the question of coordination of welfare projects sponsored by the Central Social Welfare Board with those under the N. E. S. scheme.

(ii) Full use should be made of women's associations at present working in the rural areas. Some items of work may be entrusted to such organizations.

(i) **Additional programme to relieve unemployment**

In addition to the development of cottage and small-scale industries some of the directions in which additional employment could be found though not directly of a productive nature would be:

(1) Provision of civic amenities in villages *e.g.* sanitary services, safe drinking water supply etc.

(2) Schemes of rural housing.

In implementing programmes of this type the spirit of self-help should be preserved, and to the extent possible these should be undertaken by Panchayats by raising taxes, *ad hoc* cesses and voluntary contributions.

(4) **Publicity and Public Relations**

(a) **Establishment of Information and Community Centres at Block Headquarters.**—Information-*cum*-reading rooms and Community Centres should be established at each Block headquarters under the charge of the Social Education Organizers who should be suitably trained for this purpose. Such centres should be equipped with all the literature produced by the Centre as well as by the State Governments along with the necessary equipment for their use. A well equipped museum should be set up at the State headquarters depicting systematically activities undertaken in the Community Development and the N. E. S. Blocks.

(b) **Production of publicity material and their distribution**

(i) There is a considerable scope to improve the production of publicity material particularly to emphasize the human aspect.

(ii) The C. P. A. should make arrangements to supply all the publicity material directly to the Block Development Officers. The State Governments would keep the C. P. A. posted with the correct addresses of all the Block Development Officers.

(iii) State Governments as a rule should send to the C. P. A. as well as to the Ministry of Information and Broadcasting all publicity material produced by them for information and such use as may be considered necessary.

Visitors to project areas.—Visitors to the project areas should ordinarily be handled by the Block Development Officer. Necessary assistance may have to be given to him particularly in respect to visits by important personalities.

(c) **Liaison between the Centre and the States**

(i) A sub-committee at the State level consisting of the Development Commissioner, Director of Information and a representative of the Central Ministry of Information and Broadcasting stationed at the State capital should be set up in every State to organize the publicity work.

(ii) A suitable wing should be organized under the State Information, and Publicity Department under an officer of a sufficiently high status to be exclusively responsible for publicity concerning Community Projects and N. E. S. Blocks.

(d) **Production of Materials**

(i) Some of the subjects which the Ministry of Information and Broadcasting may take up for production of films are:—

(a) Consolidation of holdings

(b) Improved practices in respect of each major crop.

(c) Anti-erosion measures.

(d) Soil conservation.

(e) Better land use etc.

(ii) The Ministry of Information and Broadcasting should organize recording of "work songs" and distribute those records for playing in the project areas

The State Governments should also compile suitable songs and pass them on to the Ministry of Information and Broadcasting for the production of records.

(iii) Flok songs should also be collected from different regions and properly compiled. There should be a closer liaison between the All India Radio units and Development Commissioners for organizing the collection of suitable material from the field.

(iv) Ministry of Information and Broadcasting should produce documentaries depicting artistic works like Kangra and Ajanta paintings. Similarly they should undertake production of good pictures and paintings which could be supplied to Information Centres which would go a long way in raising the cultural standard of the people in the rural areas.

Forward Planning of the Areas

(i) **Pre-extension**

(1) The State Governments should divide their respective States into a suitable number of Development Blocks where a systematic programme of local development works can be undertaken.

(2) The areas to be brought under the working of the N. E. S. scheme should be selected depending upon the response of the people to the local works programme at least six months in advance of the starting of the work.

(3) It was felt that the present provision made in the local development works programme was inadequate to keep up the enthusiasm of the people. It was, therefore, suggested that the local development works grant be augmented so as to provide adequate funds particularly for such areas which would come under the working of the N. E. S. towards the end of the Second Five Year Plan.

(4) Advances for building residential quarters for the N. E. S. Block Headquarters should be given before the launching of the programme.

(5) The C.P.A. should indicate the number of Blocks to be allotted to each State at least six months ahead of the starting of the programme.

(6) During the pre-extension stage consolidation of holdings should be undertaken as an important item of work.

(7) It was felt that the programmes outside the N. E. S. and Community Project schemes under which assistance was given to

villagers on a full grant basis should be modified so as to provide for a matching contribution by the people as a condition precedent to Government assistance.

(8) For the time being municipal areas may be left out of the working of the N. E. S. scheme.

(ii) **Extension**

The correlation of research work carried out in the laboratories with the actual requirements of the field needs to be greatly improved. The research was not keeping pace with the requirements of extension. Urgent efforts are, therefore, indicated towards laying down adequate arrangements, more particularly near the field for continuous research in technology, methods of approach etc. etc. which would be of immediate benefit to villagers.

(iii) **Intensification**

The areas to be taken up for intensive development should be out of those N. E. S. Blocks where progress by people's efforts has been of an outstanding order.

It was again emphasized that the programme of community development should be considered as a part of and not as substitute to the normal development programme in the areas.

(iv) **Normalisation**

(1) The two Gram Sevikas provided in the Community Projects should become a regular part of the N. E. S. staffing pattern.

(2) Whereas no staff services would be withdrawn from any of the areas after the intensive period is over but such of the staff as is not provided in the N. E. S. pattern will have to be borne on the cadres of regular departments of State Governments.

(3) In order to assist the people in continuing their activities on the works programme it would be necessary to provide a considerable amount of finances in the form of local development works grant or by pooling the resources of the various development departments during this period.

(4) A few Community Projects of 1952-53 series in characteristically different regions of each State should continue to work on the same level as during the intensive period to serve as pilot projects to try out new methods of extension or technological improvements.

Item II(2)—**Supplementing the resources from the funds of other Departments**

It was again emphasized that the funds provided under the N. E. S. and the Community Development Programme should be adequately supplemented by the funds of other development programmes.

Item II (3)—**Pattern of Development in Tribal Areas**

(1) The N. E. S. pattern of field administration is flexible enough to accommodate modifications that may be necessary in the case of tribal areas. Such modifications have in fact been already effected,

in the areas that have come under its working. In others necessary modifications should be carried out on the advice of cultural institutes and experts on such tribals.

(2) The extension workers in tribal areas should be familiar with tribal dialects, language and habits and, therefore, should receive a special training for this.

(3) The financing of additional programmes and special staff would be necessary. The N. E. S. programme should be supplemented as may be necessary by funds for special programmes and special staff from the provisions made by the State Governments for aboriginal welfare plus grants that might be received from the Centre under Article 275 of the Constitution.

(4) The provision for loan of Rs. 1 lakh in the N. E. S. budget should be replaced by a grant in respect of Blocks in the tribal areas. For special tribal programmes a grant of Rs. 50,000 should be earmarked per Block per year out of the funds with the Commissioner for Scheduled Castes and Scheduled Tribes.

(5) In N. E. F. A., the General Administrator should take over the functions of the Development Officer.

(6) The Commissioner for Scheduled Castes and Scheduled Tribes at present acts as the Adviser to the C. P. A. The advice of his counterparts in the State Governments should be made available to the Development Commissioners.

(7) In some States there are separate Tribal Welfare Departments who are in charge both of policy and the execution of the programme down to the field. It was felt that the Tribal Welfare Department should act as advisers in drawing up the special programmes for the tribals in the N. E. S. areas and the execution should be through the normal organization contemplated by the N. E. S. pattern of administration. The Secretary of the Tribal Welfare Department, if any, should work with the Development Commissioner to secure execution of the special programmes laid down in the N. E. S. or C. P. areas.

III. **People's Participation**

(1) People's participation should be assessed in terms of voluntary contribution in cash, kind and labour for works of common benefit.

(2) Contribution in the form of labour should be measured by the value of work done estimated according to the P. W. D. rates or the authorised rates of the local boards whichever may be lower. Contribution in kind should be valued at the prevailing market rates.

(3) Facilities already existing in a village e.g., community centre, chaupal etc., before the Community Development or N. E. S. programme started should not be included in people's contribution.

(4) When Government property such as lands, buildings etc., are utilised for a common purpose, the value of such property should not be counted as part of people's participation.

(5) Grants out of funds collected by the Panchayats from the villagers could be counted as people's contribution, but not the grants made out of funds received by the Panchayats from the Government.

Delegation of power to local authorities

(i) All works of village improvement within the jurisdiction of Panchayats for which grants-in-aid are admissible under the programme, such as, paving of streets, construction of culverts, parapeting of wells, construction of new wells, road construction etc., should be entrusted to the Panchayats for planning and execution. Panchayats should be authorised to plan and execute the works up to a limit of Rs. 2,000 for a period of three years provided an equal amount in cash, kind or labour is contributed by the people. Necessary administrative and technical assistance will be provided by the Government agency.

(ii) At this stage, it would not be possible to delegate similar authority to the Project Advisory Committees which are nominated bodies only; but schemes and programmes drawn up or approved by the Project Advisory Committees should be implemented to the maximum extent possible, having regard to the availability of funds and other resources.

Item III (2)—**Steps to strengthen People's Organizations**

(i) The people's organizations need be strengthened in the following respects:—

(a) Financial Assistance.

(b) Training for the members of these bodies.

(c) Technical and Administrative assistance.

(ii) Financial assistance to the people's organizations connected with the programme would largely be confined to such bodies as have been constituted by law.

(iii) Training of the members of such bodies should be confined to orientation at seminars and conferences. Organization of study tours, melas, exhibitions, etc, would also be desirable.

(iv) Although it was felt that combining of judicial and development functions in a single Panchayat may go towards strengthening these institutions, it was at the same time strongly felt that the utility of such institutions for development purposes would tend to be impaired by their being invested with judicial functions also.

Item III (3)—**Coordination with the working of non-official organizations.**

Whereas it was generally observed that the assistance from non-official bodies wherever they were well organized in the project areas was being fully availed of, positive approach on the part of the project staff was indicated to induce the organizations to participate in the Community Development Programme in an integrated manner. There are quite a number of fields in which substantial

work could only be done through non-official agencies *e.g.*, popularising of the plan, evoking people's participation and voluntary contribution, maintaining liaison with the public and keeping them fully informed of the development activities; Social Education etc.

Well defined areas of work should be worked out by each State depending upon the existence of the non-official organizations and such programmes entrusted for execution to these non-official agencies.

IV. **Training**

(1) (a) **Institutional training**

(1) **Minimum standards for recruitment.**—State Governments should lay down minimum standards for each category of personnel and also define procedure for recruitment. Relaxation in standards should only be made with the concurrence of the competent authority to be designated by State Governments for this purpose.

Only such persons should be recruited who are willing to work in the particular field. Preferential treatment in respect of promotion, etc. for those with experience of project work would act as an incentive to draw good men for this programme.

(2) **Pre-training field experience.**—It is necessary that before the personnel are sent to the Training Centres they should have at least two to three months of field work experience. The pay and allowances of the personnel deputed for pre-training field work could be debited to the budget of the Block where they would be posted subsequently.

(3) **Utilisation of full training capacity.**—State Governments should undertake advance planning of their training requirements and convey the same to the C. P. A. so that necessary arrangements may be laid to utilise the full training capacity. It was observed that at present full capacity of even the existing institutions is not being fully availed of.

(4) **Trainers**

(i) State Governments should select the best men available in the various departments as trainers and give them special pay and allowances. In case of deputation to non-official organizations, the State Government may ensure that such officers get back to the parent department after the period of their deputation even in cases where they are on temporary cadre. There should be a whole time staff to teach Sanitation and Public Health at the Extension Training Centres.

(ii) In order to keep the training related to the field conditions the Instructors at the various Centres should be drawn from the field personnel. The Instructors should go and stay in the project areas for a definite period every year.

(iii) In order to introduce new blood among the trainers, every year one-third of the staff should be inter-changed with field officers.

(iv) Frequent visits of the developmental staff to the Training Centre would also help the training to be kept related to the field conditions.

(v) Some of the top personnel of the development departments of the State should pay regular periodic visits to the Centres and give them the benefit of their experience.

(5) **Extension Block around a Centre.**—It was absolutely essential that one N. E. S. Block should be located around the Training Centre where the trainees can have their field experience. This should be given the first priority in the allotment of future Blocks.

(6) **Evaluation.**—A committee should be appointed by the C.P.A. to examine the entire field of the training programme and make such recommendations as may be indicated to improve the training programme.

Village Level Workers

(i) Whereas the initial selection of the Village Level Workers should be made region-wise, the final selection should be made by a committee at the State level which should include the Development Commissioner or his deputy in addition to the Director of Agriculture, the Principal of the Training Centre etc.

(ii) The training course should under no circumstances be reduced to less than 18 months. The two phases of training, namely, basic and extension should be regarded as continuous period of training.

(iii) While all efforts should be made by the States to utilise the full training capacity care should be taken to ensure that the number on roll do not exceed the normal capacity prescribed for the Centre.

(iv) The training programme should be strengthened in the field of Cooperation, Public Health and Rural Sanitation. Elementary aspects of rural housing should also be covered by the Engineering Instructor at these centres.

(v) A suitable machinery should be set up by the State Governments for supervision and evaluation of the training programme, particularly in States having a large number of Training Centres.

(vi) Administrative control of the Centre for basic training and extension training should be vested in an single authority in the State. Authority to be vested with this responsibility should be decided by each State depending upon the administrative convenience. The Development Commissioner would however, be there to mobilise the resources of the various departments for the multi-purpose training of the Village Level Workers.

(vii) Arrangements should be made for regular periodical refresher courses.

(viii) Steps should be taken by the State Governments to weed out unsuitable Gram Sevaks as soon as possible and put the rest on a permanent cadre.

(ix) Stipends should be given to candidates deputed for training within the limits already laid down by the Ministry of Food and Agriculture.

Gram Sevikas

(i) Early action should be taken by the State Governments to carry through all the preliminaries so that the Home Economics Wings could start functioning from July onwards.

(ii) In order to attract suitable candidates for training as Gram Sevikas, educative propaganda will be necessary. Films showing the employment opportunities type of work, etc. specially produced for the purpose of attracting women for this work may prove helpful. As background to these efforts particular care should be taken to improve the working conditions of those already in employment. The educational qualification for Gram Sevikas should be vernacular final, preference to be given to High School, and with some experience of social work.

Block Level Specialists

(i) Training of Block Level Officers in agriculture and animal husbandry should be conducted at the Extension Training Centres.

(ii) During this training main emphasis would necessarily be the extension approach for their respective subjects, but it would be desirable to give them multi-purpose orientation to enable them to have an overall idea of the integrated programme under the community development and N. E. S.

Extension Officers for Cooperation

There would be an exclusive officer at the Block level in charge of the cooperative movement. Action should be taken by the State Government to appoint him as early as possible and depute him for training at the regional centres being set up by the Ministry of Food and Agriculture.

Extension Officers for Small Scale and Cottage Industries

(i) Whereas the ultimate aim would be to have one officer in every N.E.S. Block for cottage and small scale industries, to start with the actual number to be appointed would be limited to the training facilities being laid down. To start with during the current year 200 officers would be trained by the Small Scale Industries Board and about 500 by Khadi and Village Industries Board.

(ii) Trained officers should be placed first in the community development blocks.

(iii) It would be necessary to give some training to the Village Level Worker in the subject of cottage industries during his extension training period to enable him to play his role in this field also under the general direction of the Extension Officer.

(iv) The minimum qualifications for the Block Level Extension Officer for Cottage Industries should be a diploma in Mechanical or Electrical Engineering or B.Sc. in Chemical Engineering or a Degree in Applied Physics.

Social Education Organizers

(i) The admissions at the existing centres should continue as at present on an All-India basis. With the addition of new centres difficulties experienced with regard to language etc. would be considerably reduced.

(ii) It was considered desirable that the training for male and female Social Education Organizers should continue at the same Training Centre as at present. There are, however, a number of practical difficulties to adhere to this very rigidly. The possibilities of starting some separate training centres for women Social Education Organizers may be explored.

(iii) It would not be necessary to have a supplementary course for women Social Education Organizers. The present syllabus for 5 months training could be modified to include what is intended in the supplementary training

Block Development Officers

(i) Preliminary training in the States of the Block Development Officers before they are deputed for orientation training at the regional centres was considered absolutely necessary. For this purpose the officers may be deputed to project areas for a period of two to three months before being sent to regional centres.

(ii) The present period of six weeks for the orientation training was considered inadequate. It should be extended to at least 8 weeks.

(iii) The provision for permanent staff at these centres, namely, the Principal and the Vice-Principal is inadequate. These should be strengthened by adding two more Instructors.

(iv) Efforts should be made to develop one common institute at the various places where Block Development Officers, Social Education Organizers and Village Level Workers could be trained together.

Health Personnel

(i) No further time should be lost in implementing the training schemes already approved and sponsored by the Ministry of Health.

(ii) It is contemplated that in future women personnel in the field of health would comprise the Public Health Nurse, the Auxiliary Nurse Midwife and the Dai. It was suggested that the State Governments should immediately examine their requirements of the categories of Health personnel and make suitable arrangements for their training. It would be possible for the Ministry of Health to give financial assistance to the States for increasing their training facilities. Purely as a stop gap arrangement there was no objection to the present practice of training Auxiliary Nurse Midwives being continued for such minimum interim period as may be necessary; their training to this end should be expedited.

(iii) In certain categories of Health personnel, it was observed that although qualified persons were available, they were not willing to go and work in rural areas. In order to attract such people it would be necessary to offer them better service conditions by way of housing facilities, non-practice allowance, etc.

It was observed that in some of the States there was a disparity between the emoluments of the personnel of the same qualifications working in the Health and Medical departments. These obvious anomalies need to be corrected as early as possible.

(iv) It would be conducive to efficient working if the medical and public health services were put under a unified administrative control.

(v) In a number of States there are surplus trained nurses available. In order to fill the vacancies of Lady Health Visitors it was suggested that if these nurses were given training in public health for a period of three months they would be able to take the place of Lady Health Visitors.

Overseers

(i) Till such time as fully trained Overseers are available from the existing institutions and as a result of permanent additional facilities being arranged by the Ministry of Education a short-term training extending over a period of 18 months may be organized to train overseers suitable for work in the C.P. and N.E.S. areas. At a later stage when fully trained overseers are available these persons may be put through another condensed course for a year or so to make them fully trained overseers.

(ii) Orientation course should also be organized for the existing overseers in the project areas to make them fully equipped to handle the various multipurpose works in project areas.

Item IV(1)(b).—Training of village school teachers

The village school teacher is one of the persons from whom various activities could radiate at the village level. He should therefore, be made sufficiently familiar with various facets of rural development.

(2) Adequate arrangements should be made by State Governments to organize training programmes for village school teachers.

(3) It is desirable to acquaint the members of the Project Advisory Committees, Village Panchayats and Vikas Mandals with the various programmes of rural development. Their training need not necessarily take the form of any institutional training. This could be arranged through training camps specially organized for the purpose.

(i) **Training of villag leaders and young farmers**

Training camps should be organized for village leaders and young farmers. These camps may be for men, women and youth jointly or separately.

(ii) **Young Farmers' Clubs**

In addition to the organization of leaders' camps, efforts should be made towards the development of young farmers by organizing and encouraging the formation of young farmers' clubs. The organization of these and other activities would act as a process for the training of future village leaders.

(iii) **Special officer for activities among the village leaders and young farmers**

Subject to the finances being available, it would be of advantage to have an officer at the State level especially entrusted with responsibility of organizing activities among village leaders and young farmers.

Item IV (1) (d).—**Pre-training field work experience.**—In future no trainees would be sent to any of the regional or All-India Training Centres unless they have had two or three months field work experience in the project areas.

Apprenticeship after training

It would be of advantage if the officers after being trained at the centres are attached as apprentices to certain working projects before being deputed to the new areas. This, however, would involve appointment of officers sufficiently in advance which would mean an extra expenditure on account of their pay and allowances. It was, however, felt that this expenditure would yield results commensurable with the incurring of it and should be adopted as far as possible.

Item IV (2) **In-service training**

Refresher courses should form a part of the regular training programme. These may be organized at the training centres preferably during the slack season.

Seminars

(i) Regular seminars should be held at the Block, District, State, Inter-State, regional and at the all-India levels. It would be enough if the seminars at the Block level are organized twice a year and that at the District, Inter-State, regional and State levels once every year.

(ii) The dates for the various seminars should be arranged in such a manner that at a particular seminar, the problems are earlier discussed at the lowest level in order that they may subsequently be considered at seminars at higher levels.

Study tours should become a regular feature of the in-service training programme. The programmes for the tours within Blocks, Districts and States should be worked out by the concerned Block, District and State authorities. Arrangements should also be made for study tours of foreign countries for the personnel concerned with direction, training and implementation of the Community Projects and N. E. S. programme.

Melas and Exhibitions

One of the most effective means by which the enthusiasm of the people could be generated is through organization of Melas and exhibitions. These Melas can combine education with entertainment if properly organized.

Item No. IV (3)—**Staff for organizing training programmes in the States**

It was considered necessary to appoint an officer of the rank of Deputy Development Commissioner on the staff of the Development Commissioner, responsible for the various training programmes, both institutional as well as in-service.

V. **Personnel**

(1) **Staff position:** In order to meet the shortage of trained personnel, the following short-term and long-term measures may be taken:—

Short-term measures.—(i) Re-employment of retired technical personnel till fresh trained personnel are available.

(ii) Suitable grant of allowances and housing facilities especially in regard to Doctors, Midwives, Sanitary Inspectors, and Health Visitors.

(iii) Employment of semi-trained persons as a temporary measure and offering them guarantee of absorption after they have undergone a full course of training.

(iv) Increase in the training facilities for Doctors and other Health personnel.

Long-term measures

(i) Planning in relation to future needs of trained personnel and arranging for their training by expanding existing institutions and/or by opening additional institutions wherever necessary.

(ii) Making it obligatory for applicants for admission to Technical Engineering Institutions to sign a bond agreeing to serve in rural areas for a specified period if they are so required to do after completion of their course of studies.

(2) A separate extension officer should be appointed for every community development Block for small scale and cottage industries programme.

(i) In view of the financial and other limitations, it is not considered feasible to increase the number of Village Level Workers as an immediate measure. The implementation of the recommendations of the Ooty Conference (Third Development Commissioners' Conference) to aim at a coverage of 500 families per Village Level Worker would be met to a certain extent by working through village teachers and secretaries of Gram Panchayats etc., who would be progressively available in future for extension work.

(ii) In order to help formation of man-power budgeting and laying down policies for future expansion of training facilities in the country, it would be of considerable advantage if the State Governments would notify all the vacancies that accrue in the project areas to the Employment Exchanges concerned. It would also be of advantage if persons who apply directly for employment under Community Projects and N. E. S. are advised to register their names with these exchanges.

Item V (2)—**Permanency of service**

State Governments may consider extending the policy of the Central Government to confirm 80% of all temporary posts, except those which are created *ad hoc* for a specified short period of three months or so.

Item V (3)—**Channels of promotion**

The State Governments should indicate clear channels of promotion in respect of Gram Sevaks and other project personnel wherever it has not been done. A certain percentage of posts of Social Education Organizers, subject-matter-specialists and Block Development Officers should be filled by promotion. In addition, a special selection grade should also be introduced for Village Level Workers.

Cadre of reserves

The cadres for the various personnel employed in C. P. and N. E. S. Blocks should include a provision for reserves.

VI. **Evaluation**

(i) **Criteria for success.**—The criteria for evaluation of achievements of Projects/Blocks should include the following items:—

(a) Physical achievements;

(b) Progress of Government expenditure;

(c) People's participation in the programme;

(d) Organization including position of trained extension staff.

(ii) **Administrative Intelligence**

(1) **Block Survey Reports.**—Development Commissioners should send to C. P. A. by 30th June, 1955, proposals regarding additions and modifications to the Block Survey Report proformas (Appendices I & II of the Draft Manual on Administrative Intelligence).

(2) **Forms and registers to be maintained by Village Level Workers.**—State Governments will ensure that the Village Level Workers make careful use of the various forms and registers included in the Manual of Village Level Workers Records prepared by the Programme Evaluation Organization and communicate their experience on the maintenance of these forms to the Programme Evaluation Organization and the Community Projects Administration as early as possible, and, in any case, not later than 1-3-1956.

(3) **Quarterly Progress Reports.**—Beginning with the Quarter ending 30-9-1955 State Governments should furnish to the C. P. A.

consolidated quarterly progress reports for Community Projects Development Blocks and N.E.S. Blocks, separately for each series, for the State as a whole, within two months of the end of the Quarter.

A Sub-Committee consisting of the Development Commissioners of Uttar Pradesh, Delhi, Punjab, Rajasthan and Vindhya Pradesh, two or three Block Development Officers and a representative each of the Central Statistical Organization, O & M Division of the Ministry of Home Affairs and the C. P. A., should go into the question of preparation of the quarterly progress report and other matters arising therefrom.

(4) **Key Indicators.**—The "key indicators" to be adopted as a measure of progress in the C. P. and N. E. S. Blocks are given in Appendix I to the Main Recommendations and Conclusions.

(5) **Assessment of progress.**—In order to facilitate comparative analysis of progress at different levels, the State Governments and Block Development Officers should prepare and analyse Block-wise and Village Level Workers circle-wise (not 'village-wise' as suggested in the Draft Manual) assessment statements respectively just as the C. P. A. is at present preparing State-wise statements for inter-State comparison.

(6) **Fixation of targets**.—In addition to the targets for the entire programme period in all fields, there should be quarterly, six monthly, or annual targets of physical achievements and expenditure depending on the nature of the items of activity. As far as possible, these targets should be built up from the village upwards.

(7) **Staff.**—State Governments should proceed immediately with the appointment of trained and/or experienced staff both at the State Headquarters and at the Block level for handling the work relating to Administrative Intelligence.

(8) **Training.**—C. P. A. should organize at its Headquarters in New Delhi a Seminar (or Seminars) for the Heads of State Statistical Units and a training programme for junior statisticians engaged or likely to be engaged in the work relating to administrative intelligence. The training centres may be located either at the C. P. A. Headquarters in New Delhi or at different places on a regional basis according to the convenience of all concerned.

The following points were made by Shri A. K. Chanda, Comptroller and Auditor General of India, at the Conference:—

(1) Training of officers incharge of Community Projects in financial and accounting rules and procedures was very essential. It was rather unfortunate that there was no examination in accounts for the officers of the Civil Service. They should be made familiar with financial and accounting rules.

(2) The State Accountants General have been entertaining requests from the State Government for the training of their accounts staff. Additional training facilities would be set up if demands were made by the State Governments.

(3) A start has already been made to separate Audit from Accounts. It would be desirable for the Development Commissioners to take over the accounting work in their project areas. These would enable them to have a full grip of their financial position. Necessary assistance would be made available by the Auditor General for this purpose, if necessary.

(4) The system of payment by cheques in respect of certain expenditures now introduced is expected to solve many of the accounting problems.

(5) The purpose of the audit was to assist the executive authorities. If the rules framed in the past are considered out-dated for the purpose for which they were originally designed, the Auditor General would be prepared to modify them. In this respect the Development Commissioners were requested to bring to the notice of the Auditor General any difficulties and suggestions regarding accounting and audit procedures.

(6) The Auditor General would advise the Accountants General of the region to render assistance to the C. P. A. for the training of Block Development Officers in accounting procedures at the regional Training Centres.

APPENDIX I

COMMUNITY PROJECTS ADMINISTRATION

Revised List of "Key Indicators" of Progress

Agriculture:

1. Improved seeds distributed.
2. Fertilizers distributed.
3. Demonstration plots laid.
4. Area brought under vegetables.
5. Number of trees planted:
   (a) Fruit trees.
   (b) Other trees.

Animal Husbandry:

6. Pedigree animals supplied.
7. Animals castrated.
8. Pedigree birds supplied.

Irrigation:

9. Additional area brought under irrigation.

Reclamation:

10. Area reclaimed.

Health & Rural Sanitation:

11. Drinking water wells.
    (a) constructed.
    (b) renovated.
12. Latrines constructed.
13. Drains constructed.

Education:

14. New schools opened.
15. Ordinary schools converted into Basic schools.

Social Education:

16. Units of people's organizations developed including Youth Clubs, Farmers' Unions, Mahila Samities, etc.
17. Community Centres started including: Community Recreation Centres, Libraries, etc.
18. Adult literacy:
    (a) No. of Centres started.
    (b) No. of adults made literate.

Communications:

19. Pacca roads constructed.
20. Kachha roads constructed:
    (a) New roads constructed.
    (b) Existing roads improved.

Arts & Crafts:

21. Demonstration-cum-Training Centres started.
22. No. of persons trained:
    (a) refresher training.
    (b) basic training.

People's Institutions at Village Level:

23. Cooperation—
    (a) No. of new cooperative societies started.
    (b) No. of new members enrolled in new and existing cooperative societies.
24. Local Bodies:
    (a) No. of Pachayats and other statutory bodies started.
    (b) No. of non-statutory bodies like Village Councils, Vikas Mandals etc. started.
25. Percent of families benefited by development activities.

General:

REVIEW

of the

OPERATIONAL POSITION

Item - I

FOURTH DEVELOPMENT COMMISSIONERS' CONFERENCE

(9th to 11th May, 1955)

Item I—Review of the Operational Position.

(1) **Review of Progress.**—The programme of Community Development and National Extension Service has been designed to—

(i) provide a clear target of physical accomplishments against which the work of the Government agency could be measured in precise terms;

(ii) bring the Government agency closer to the people thereby bridging the gap between the people and the Government;

(iii) bring the people's representatives nearer to the people so as to provide the necessary leadership;

(iv) develop representative institutions of the people from the ground upwards; and

(v) bring about a coalition between the people, the people's representatives and the people's servants, for a concerted effort for the building of New India.

2. The success of the programme has to be judged in terms of the objectives set before it. Statements indicating comparative achievements of the various States in different fields upto 31st December, 1954 were forwarded to State Governments *vide* C.P.A. letter No. CPA/52/54-E.S. dated 31st March, 1955.

Regarding (i) above, that is, physical accomplishments, substantial progress has been made in almost all phases of the programme so far as the all-India picture is concerned. Statements of actual physical achievements are, however, of limited value unless they can be viewed against targets or well-defined standards of performance. So far only a few State Governments have furnished us with detailed targets of work—quarterly, annual and for the entire programme period. They are requested to pay immediate attention to this aspect of the programme. The problem of fixing targets has been discussed in detail in Chapter VIII of the Draft Manual on Administrative Intelligence forwarded to the State Governments with this Administration letter No. CPA/51/55-PPB dated April 5, 1955. The item is likely to come up for discussion at the Development Commissioners' Conference under agenda item VI(2).

3. **Expenditure.**—Closely related to the progress of physical achievements are the progress of Government expenditure and

people's participation. The position in regard to these two items as on 31-12-1954 is summarised in the Table below:—

	Government Expenditure* (Rs. lakhs)	% of pro-rata' target	People's Participation** (Value in Rs. lakhs)	As % of Govt. expenditure
1952-53 Community Projects/ Blocks (October 1952 to December 1954)	1,102·28	45	477·08	41
1953-54 Community Development Blocks (October 1953 to December 1954)	100·67	30	69·44	68
1953-54 N. E. S. Blocks (October 1953 to December 1954)	186·02†	39	271·54	150
TOTAL .	1,383·57‡	43	818·06	56

These figures tell their own tale. Against a total provision of Rs. 101 crores in the First Five-Year Plan for the Community Development and National Extension Programme, a sum of Rs. 14 crores (approximately) only *i.e.*, about 14 per cent. of total provision, has been spent upto December, 1954. With hardly a year to go before the end of the First Plan period, it appears that there will be a considerable short-fall in expenditure. Expenditure appears to be low in all fields except, perhaps, in the field of agriculture and Animal Husbandry. It is particularly low in the fields of arts, crafts and industries, reclamation, irrigation, communication and health and sanitation. The Conference may like to discuss the difficulties holding up the proper utilisation of funds and recommend suitable measures for stepping up the rate of expenditure consistent with physical accomplishments.

4. **People's Participation.**—The position with regard to people's participation appears quite satisfactory. The achievements recorded so far under various heads could not have been possible but for the active participation of the people in the programme. Experience shows that people's response is more a matter of correct approach to them than any lack of appreciation of the programme on their part. Regarding figures for people's contribution, it is not certain that these are always reported correctly. It appears that some misunderstanding exists about the method of evaluating villagers' contribution and the items which should and should not be included under this head. The point has been examined in pages 36-37 of the Draft Manual on Administrative Intelligence. Further discussion may prove useful in clearing up any misunderstanding.

5. **Change in attitude of people.**—Regarding the second objective mentioned in paragraph 1, a definite change in the attitude of the villagers towards Government officers and Government-sponsored

NOTE *Includes cost of imported equipment upto 23-11-1954.

**In cash, kind and labour.

† Excludes loan for short term credit.

‡ Rs. 14·49 crores, including loan for short term credit for N.E.S. Blocks.

programmes seems to have taken place. The age-old distrust of Government officials is fast disappearing in rural areas. The Village Level Worker is treated as a friend and considered by the villagers as one of their own. His advice and guidance are frequently sought and accepted without suspicion. The transition is by no means easy, though the administration is doing its best to adapt itself to the new ideas of service. Among other things, the training of officers is now in keeping with their new functions.

6. **Leaders Among Villagers.**—The third objective relates to the provision of leadership in rural areas. While it is essential that the workers should know and be known to all families in their villages, and plans for improvement should be discussed and settled, as far as possible, at village meetings so that they may command the largest measure of support, it should be the aim to bring into existence for villages or groups of villages, leadership of the best quality. The drift towards cities and towns of the educated youth from the villages does not appear to have been retarded yet in any appreciable measure even in respect of the Community Project or N.E.S. areas. With an intensive programme of rural development, more and more of such men should stay in the villages and assume their role of leaders. The responsibility for bringing about this change in outlook rests primarily on extension staff and no less on our national leaders.

7. **Village Institutions.**—As regards the development of representactive people's institutions in the countryside, in a number of cases the village Panchayats have been found to be fairly satisfactory, while in others such Panchayats are either non-existent or ineffective by virtue of being faction-ridden and not truly representative of the various sections of the people. Some of the people who are otherwise in a position to contribute to the development of the village do not sometimes like to go through the democratic process and be elected to these Panchayats. In such cases *ad hoc* bodies like Village Development Councils and Vikas Mandals etc. have been formed round the Panchayat by adding to it some persons who are otherwise left out to make it truly representative of the entire cross section of the community. Experience has shown that since the members of these *ad hoc* bodies derive their power by virtue of their effectiveness in being of service to the people, in subsequent elections to the Panchayat, there have been greater occasions when true representatives of people have been thrown up in elections. This, it is hoped, would in course of time eliminate the necessity of adding to the Panchayat members to make it truly representative. Vikas Mandals will then become co-terminus with the Panchayat and ultimately there will be only one institution at the village level representing the people. This would be in keeping with the directive principle of State policy embodied in Article 40 of the Constitution that "The State shall take steps to organize village Panchayat and endow them with such powers and authority as may be necessary to enable them to function as units of Self-Government".

8. **Community Activities.**—Community activities like the organization of young-men's clubs, recreation centres, bhajan mandalis, adult literacy classes etc. appear to have made and are still making considerable progress and are bringing about a coalition between the

people, the people's representatives and the Government agency. It will be necessary to continue activities in this direction.

9. **Cooperation.**—One of the principal objectives of the Community Development and N.E.S. programme is to promote habits of cooperative action among villagers. It seems that much work has yet to be done in this particular field. Generally speaking, membership in cooperative societies still remains at a low level. Membership in Cooperative Societies is largely confined to the well-to-do cultivators. The poor and the small farmer has yet to be brought within the sphere of Cooperative Movement. Concentrated efforts will have to be made for the development of multi-purpose Cooperative Societies and to ensure that every village family becomes eligible for membership of at least one Cooperative Society in its own right.

10. **Women and Children.**—Another weakness of the programme seems to be that there is no clear-cut, definite plan of action for women and children. It is true that efforts are being made in different projects to interest women in this comprehensive programme of rural reconstruction by organizing women's clubs and knitting classes, opening health and maternity centres and introducing smokeless chullas etc. Activities like this bring women into direct contact with the Community Development Programme. However, by and large, they have remained more or less beyond the orbit of the programme. A more concerted action will be required in this direction. Lady Social Education Organizers will have an important role to play in this matter.

11. **Programme Evaluation Organization.**—The Programme Evaluation Organization of the Planning Commission is making a detailed and systematic study of the impact of the Community Development and N.E.S. programme on the rural life of India. It has already published its first Evaluation Report covering the period October, 1952 to September, 1953, that is, the first year of working of the Community Projects. The second Evaluation Report covering the second year of the programme (October, 1953 to September, 1954) is under preparation and will be available soon. The Programme Evaluation Organization has also conducted a comprehensive rural survey, called the Bench-Mark Survey, in 19 Evaluation Blocks located in the Community Development and National Extension Blocks. The object of the survey was to obtain information on (i) the extent of people's participation in the improved practices and in works of community development and (ii) the effects of adoption of such practices upon production, income, employment and levels of living of the rural population. The results of the surveys are being studied now and are likely to be published soon.

12. **Crop Survey.**—Another survey, called the Crop Estimation Survey, is being conducted by the Directorate of National Sample Survey, Ministry of Finance in cooperation with the State Governments and the Community Projects Administration to estimate agricultural production in the Community Projects and N.E.S. areas as compared to non-project areas. The first series of crop-cutting experiments under this survey was carried out during the harvest time of the *Rabi* season starting round about February, 1955. The experiments will be repeated during the next *Kharif* season. The result of the first series of experiments is likely to be available soon.

13. One would expect to find a careful and authoritative analysis of the impact of the programme in the Programme Evaluation Organization and National Sample Survey reports, when published. It appears, however, to those intimately connected with the operation of programme that it is playing a significant role in the social and economic transformation of the rural life of India. With the decision to cover by the end of the Second Five-Year Plan the whole of rural India with National Extension Service and a substantial part of it under the Community Development plan, the programme has acquired a new significance in as much as the entire machinery of Government would have undergone by then a major change in emphasis from law and order and revenue collection towards the welfare of the people. The achievements of the programme—and the degree of success—are by no means uniform everywhere. Nor is its appreciation universal. This underlines the need for intensive, comprehensive and sustained efforts at mass education and action is the foundation of National Extension.

14. The specific points which require discussion at the Conference are listed below:—

(i) Difficulties in stepping up the pace of expenditure and measures to overcome them;

(ii) Realistic valuation of villagers' contribution;

(iii) Fixation of working targets for different phases of the programme.

Item No. I (2)—Report of the Programme Evaluation Organization

A summary of the Evaluation Report on Second Year's Working of Community Projects issued by the Programme Evaluation Organization has been circulated separately.

The various points raised in the report on which the delegates may like to express their views are indicated below:—

1. Coordination.—
   (a) Inter-departmental coordination.
   (b) Entrusting the development activities to the revenue administration.
   (c) Source of recruitment of Block Development Officers.
2. Expansion of Community Projects and N.E.S.—
   (a) Pace of expansion.
   (b) Organizational coverage and intensive development.
3. Local bodies.—
   Decentralisation of responsibility to Panchayat and other Local Bodies up to district level.
4. Training.—
   Appointment of an Expert Committee to review the entire field.
5. 'Integration' in Bombay.

6. Advisory Bodies.
   Role and composition.
7. Cooperative Institutions.
   Strengthening of institutional structure
8. Panchayats.
   Strengthening of Panchayats to take up development activities and become a strong basic institution in the village.
9. Suplies.—
   (a) Setting up of a net work of seed farms.
   (b) Provision of storage facilities.
10. Progress of expenditure.
    Revision of the typical extension budget.
11. Staff
    (a) Reduction of the charge of a Gram Sevak.
    (b) Special courses for technical personnel in rural areas.
    (c) Transfers of key personnel.
12. Village Crafts and Industries.—
    Emphasis on the non-agricultural sector of village population.
13. Normalization period.—
    Strengthening of village institutions to take up development activities after the period of intensive development.
14. Research.
    Research to keep pace with the requirements of extension.

Item I(3)—Contents of the Programme with special reference to:

(a) Agriculture and Animal Husbandry:

SEED MULTIPLICATION

Although this question was discussed at length in the Third Development Commissioners' Conference held at Ooty, yet the progress in this behalf is not very satisfactory. It appears, so far as the position of evolution of improved varieties is concerned practically all the Part 'A' States are in quite a happy position. The situation in this respect, however, does not seem to be very satisfactory in most of the Part (s) 'B' and 'C' States.

2. **Procurement of Nucleus Seeds from neighbouring States.**— Since it has been established beyond doubt that the production can easily be increased by 10 to 20 per cent by using improved seed, the State Governments should consider the problem of increasing production by this means by becoming self-sufficient in respect of their requirements of pure seed of different crops in the shortest possible time. There are certain States where improved seeds of all crops are available, but there are others where improved seeds of only one or two crops are available and there are still other States which

have not got improved seed of any crop. In the latter two cases, the State Governments should procure improved seeds from neighbouring States and set up observation plots of improved varieties and select the suitable varieties for distribution and multiplication.

3. **Seeds for wider adaptability.**—Another important point which needs consideration is that a large number of improved varieties are evolved and recommended for general cultivation by the Agricultural Departments in different States. The existence of such a large number of improved strains has made the question of their seed multiplication and distribution complicated and difficult. It is, therefore, advisable to focus attention only on such varieties which possess a much wider adaptability and can be made to cover large areas.

4. **Seed multiplication in stages.**—The nucleus seed obtained from Agricultural Department should be multiplied in compact Blocks by arrangements with multipurpose co-operative societies which should be established for the purpose at the headquarters of each V.L.W. The crops thus sown should be properly rouged. In the following year co-operative societies should procure the seed and cover the entire area in one or more villages. The produce thus obtained should be purchased on premium price. In the third year it should be possible to cover the entire area in all the villages under the charge of each V.L.W.

When this saturation stage is reached, marketing through cooperative societies should also be organized so that producer may obtain a reasonable price.

5. **Seed multiplication farms.**—In the Second Five-Year Plan, proposals are under consideration by the Central Ministry of Food & Agriculture for the establishment of seed multiplication farms in nearly all the districts for the multiplication of nucleus seed. The seed thus produced is proposed to be handled for multiplication and distribution by cooperative societies and, therefore, it will be in the fitness of things that ground should be prepared in this behalf.

6. **Point for consideration.**—The above line of approach to the subject is for the consideration of the delegates and along with any difficulties that are envisaged in this programme.

(ii) Mixed and Diversified Farming

Although a greater emphasis will be placed on the development of industries in the Second Five-Year Plan, the improvement of agriculture will continue to have priority in view of the increasing population, inadequate nutritional standards and meagre possibilities of any extensive increase in cultivated areas. Moreover, the production of raw materials to feed the industries has also to be included in the programme of agricultural production.

2. **Nutritional and Protective Foods.**—During the current Plan period food self-sufficiency has not only been achieved but has ex-

ceeded the target. It is, therefore, a natural corollary that emphasis should now shift in favour of food grains such as wheat, paddy and pulses as against millets etc; and to some extent from grains to other nutritional or protective foods *e.g.*, milk, ghee, meat, fish, eggs and vegetables and fruits. The production of these is likely to lead to more elasticity in incomes and, therefore, a change in the farming practices may be considered with advantage.

3. **Mixed Farming.**—A few years ago the ICAR conducted a scheme of mixed farming in various States of the country. Valuable results showing the profits accruing to the farmers by mixed farming are available with the ICAR. The experience gained may be adopted with advantage in the C.P. and NES Blocks. Side by side with the improvement in agricultural production, irrigation facilities have also been increased, and it is further proposed to bring another 22 million acres under irrigation during the Second Five-Year Plan. To increase the income of the farmers, the diversion of some of these irrigated areas for growing of cash crops like cotton, sugarcane, oilseeds, jute etc. may be considered.

It has also been suggested that model ware houses should be built for storage in Mandi towns.

4. Points for consideration:

(1) What difficulties, if any, are likely to be experienced, in diverting the areas from coarser gains to superior food grains and also to cash crops.

(2) Why mixed farming is not common among the farmers and what steps should be taken to popularize the same for increasing the farmers' income?

(3) In some of the blocks, particularly, those nearer to big cities, emphasis should shift from production of grains to nutritional and protective foods.

(iii) Agricultural Implements

Labour-saving agricultural implements have not gained the currency they deserve in the improvement of agriculture. Implements tested and found suitable for a particular area should be manufactured through local cooperative organizations to reduce the price. These should include both bullock drawn and hand operated implements of simple design and relatively low cost. Simple iron ploughs, hand hoes, bullock hoes, Japanese pedal threshers, iron shod, wooden buck scrappers and bund formers may be taken up to begin with.

Points for consideration are:

(1) What are the difficulties in making the survey of the indigenous agricultural implements as suggested by Ministry of Food and Agriculture and what assistance, if any, is required from the Central Government in this behalf ?

(2) What facilities are available for the research and manufacture of agricultural implements of simple design at low cost in the State; and if not what are the proposals for the same?

(3) What arrangements should be laid so that the farmers could procure the implements easily?

(iv) CONSOLIDATION OF HOLIDINGS

Fragmentation of holdings has been to a large extent responsible for the backwardness of our rural areas in the country. Shri M. S. Randhawa, Development Commissioner, Punjab, has said:

"In a village where consolidation of holdings has not taken place, a farmer may own land in half a dozen or more small strips, widely scattered. He cannot afford to fense off these, nor to bring them under improved methods of cultivation. Even irrigation is uneconomical. And the waste of energy and time in going from one field to the other and the bitterness and fueds which trespasses engender, are simply colossal. After consolidation, the village presents a new picture altogether. Fragmentation of holdings are put together and shapely blocks formed. Wells, tubewells and pumping sets are installed in these. Areas are reserved out of the common pool for roads, channels and drains. Sites are set apart for schools, play grounds, libraries, dispensaries, chaupals, manure pits etc. Trees are planted along the roads and the villages look beautiful and refreshing. And out of this a new principle of regeneration emerges the will to grow".

2. This is precisely what has begun to happen in the Punjab which has taken a lead in this programme. They have gathered some experience which could be of advantage to others. In order to achieve this, would it be of advantage if the other States were to send a team of officials to Punjab to study consolidation work. It may give a fillip to the programme of vital importance.

3. It is for consideration whether cooperative farming after consolidation, could stop further fragmentation. If so, the programme of cooperative farming could with advantage be combined into the work of consolidations.

(v) IMPROVEMENT OF LIVESTOCK

(a) Cattle—Key Village Schemes

1. A perusal of the progress reports received from all the States on the subject, indicates that the Key Village Schemes have not yet been started in some of the States, whereas in others they have been initiated only recently. In some States, the schemes have functioned for over a year but due to inadequacy of trained technical staff, paucity of funds, shortage of pedigree bulls, late arrival of artificial insemination equipment and prejudice against the new technique in the initial stages, the programme has not been so quick or as satisfactory as one would like it to be. However, the various

hurdles are being surmounted and the people's prejudice against artificial insemination is fast disappearing.

2. The tempo of development hereafter is expected to gain momentum provided the State Governments accord administrative and financial sanction quickly to the schemes under their consideration and early arrangements are made for the training of the required personnel and the supply of needed equipment and pedigree or approved breeding bulls. It is suggested that the cows from the project or block areas should be selected for the artificial insemination and the progeny thus caused may be used for upgrading.

3. **Local Bulls.**—It is also possible that some of the local bulls may be found good and useful for breeding purposes. Such bulls should be isolated, properly fed, and used for servicing of cows for upgrading the local cattle. Furthermore, much greater use should be made of Gaushalas and private cattle breeders by linking up their activities with the cattle improvement work undertaken by the key-village schemes and artificial insemination centres. The coordination and location of the key-village schemes financed by the ICAR with those operated under the States' own Five-Year Plan or under Community Projects Programme, is also called for to avoid duplication and to obtain best results. It may also be emphasised that the genetic improvement of cattle must go hand in hand with the better feeding of the improved progeny. Without proper feeding of young stock originating from upgarding work, the key-village scheme will produce only bigger skeletons instead of the smaller ones now produced under indiscriminate mating with non-descript and scrub bulls.

Points for consideration are

1. Whether the State Governments are self-sufficient in respect of the supply of the pedigree breeding bulls in all the C. P. and NES areas, and if not, what steps should be taken to maintain regular supply of these pedigree breeding bulls?
2. Whether it will be possible to select the best existing local bulls to be segregated, well fed, and used for servicing?
3. What are the difficulties in establishing the Key Village Centres, and artificial insemination work, and what are the proposals to overcome the same?
4. What are other active steps that are being taken for the promotion of cattle feed?

(b) **Poultry**

The poultry development work, in the Community Projects and NES Development areas, is the one item of activity which has evoked the greatest response from both the rural and urban population all over the country. Financial benefits are reaped quickly and hence, the popularity of poultry improvement work. It may also be noted that even the food habits of the people are changing in many cases and the prejudice against the taking of eggs as food is rapidly dying out and therefore the poultry development work should receive all possible assistance and encouragement. Great difficulty is experienced at present in the supply of pure-bred birds and hatching eggs

of improved breeds in required numbers. The demand has outrun the supplies in many States. The setting up of an adequate number of full fledged poultry farms at Government expense seems a prohibitive proposition. One way out of this difficulty would be to organize complete replacement of *desi* breed by an improved type like Rhode Island Red or White Leg Horn in some selected villages in C. P. and NES blocks. The work may be financed and carried out with the help of Cooperative Societies. Proper medical arrangements, curative as well as prophylactic, will also have to be made in these Key Centres. These Centres should serve as sources of supply of hatching eggs and cocks for upgrading work in the surrounding villages. Another aspect needing attention is the production of cheap equipment like incubators etc. made from locally available raw materials for the proper maintenance of poultry by small farmers and the landless labourers in rural areas. Provision may also be made for supply of wire-netting for poultry sheds as loans in kind.

Points for consideration are—

1. What steps should be taken to increase the supply in respect of pedigree birds in the C. P. and NES areas? One suggestion is that there should be a small poultry breeding centre at the Headquarters of each block with an incubator—fed by eggs—from Central Poultry Farms in the State.
2. In view of the short supply of pedigree birds, would it not be more advantageous to saturate compact blocks with improved breeds rather than distributing available birds indiscriminately over a wider area. What is recommended is a key village scheme for the propagation of poultry birds of pedigree breed more or less on the basis of the cattle.

Item I (3)—**Contents of the Programme with special reference to, (b) Cottage and Small Scale Industries**

(i) Coordination with the activities of the Boards set up by the Ministry of Commerce and Industry, *viz.*, All India Khadi and Village Industries Board, Handloom Board, Handicrafts Board and Small Scale Industries Board.

The Ministry of Commerce and Industry have during the last two years, set up the following six Boards:

(a) All India Handloom Board, (Chairman—Textile Commissioner).

(b) All India Khadi and Village Industries Board (Chairman—Shri V. L. Mehta).

(c) Small Scale Industries Board (Chairman—Shri Jangbir Singh).

(d) Central Silk Board (Chairman—Textile Commissioner).

(e) All India Handicrafts Board (Chairman Smt. Kamaladevi Chattopadhyay)

(f) Indian Coir Board (Chairman—Shri P. V. S. Sharma).

2. The industries selected by the All India Handloom Board, the All India Khadi and Village Industries Board and the Small Scale Industries Board are vitally important in the context of development of industries in the rural area.

(a) **All India Handloom Board.**—This Board was constituted by the Ministry of Commerce and Industry in October, 1952, to look after the interests of the Indian Handloom Industry which is the biggest cottage industry. The Board has been organizing handloom weavers on proper lines and arranging for the marketing of the handloom products. Besides making available to the State Governments finances for a number of schemes for the development of handloom industry in different States upto the end of December, 1954, the Government of India on the recommendation of the Handloom Board, sanctioned Rs. 610 lakhs as loans and grants to the various States for implementing handloom development schemes, including development of the industries engaged in the production of wool and art silk fabrics.

Among the many schemes of the Board, at the request of the Community Projects Administration, the All India Handloom Board sanctioned to each Part 'A' and Part 'B' State one sample set of handloom fabrics manufactured in various parts of India. These States are now in possession of these sets for exhibition, especially in the Community Projects.

In pursuance of letter No. CPA/CI&C/51/54-Prog. dated 11-11-54 issued by Community Projects Administration, the All India Handloom Board has issued further directions to all the State Governments to locate the schemes of the Board in Community Project and N.E.S. areas as far as practicable.

(b) **All India Khadi and Village Industries Board.**—This Board was constituted by the Ministry of Commerce and Industry on 12th February, 1953. Apart from khadi, ten other village industries were placed under its purview, viz., village oil, bee-keeping, hand-made paper, leather, cottage match, palm gur, hand pounding of rice, soap making, village pottery and woollen blankets.

As counterparts of the All India Khadi and Village Industries Board, the State Governments are also setting up State Khadi and Village Industries Boards.

With a view to co-ordinating the activities of the Board and the programme of cottage industries under community projects, a discussion was held between Shri V. L. Mehta, Chairman, All India Khadi and Village Industries Board and the Administrator, Community Projects, in June, 1954 and several agreements were reached and those were communicated both by the Board and Community Projects Administration to the State Khadi Boards and the State Governments respectively. But the implementation of these agreement has been rather slow. Recently, a discussion was also held on the same subject by the Deputy Chairman, Planning Commission and Administrator, Community Projects Administration, with the Chairman of the Khadi Board and it was proposed that, in every block there should be an Extension Officer incharge of Khadi and Village Industries. The Board has agreed to take up the programme

of training of these Extension Officers. It was decided that the Board will train in a year about 500 Block Level Extension Officers (Village Industries) against the total requirement of 5,000 such officers. Besides, they will also assist in the training of Gram Sevaks in organizing khadi and village industries.

(c) **Small Scale Industries Board.**— On the recommendation of the team of International experts sponsored by the Ford Foundation, the Government of India decided to establish four Regional Institutes of Technology for Small-Scale Industries. These Institutes will act as 'Service Agencies' and would assist small scale industries in improving the technique of production and management, in obtaining credit and finance, in acquiring proper raw materials, etc.

(ii) Establishment of a Marketing Service Corporation which would integrate its activities with those of the Institutes; and

(iii) Establishment of a Small Industries Corporation to organize production for meeting Government orders.

It has been decided to locate the Institutes at Calcutta, Faridabad, Madurai, and Bombay and the State Governments have been informed about the jurisdiction of each Institute. It has also been decided to establish four Branch Units of the Regional Institutes, each in the States of Travancore-Cochin, Hyderabad, Uttar Pradesh and Bihar.

(d) **National Small Industries Corporation.**—As a result of the recommendation of the International Team, a Small Industries Corporation was registered on the 4th February, 1955, as a private limited company. The primary objectives of this Corporation are: (a) to accept contracts for Government orders and sub-contract them to suitable small-scale industrial units; (b) to provide small-scale industrial units to whom such orders are sub-contracted with such loans and special technical assistance as are considered necessary for the purpose of fulfilling orders and manufacturing articles of the type and the standard required; and (c) to effect co-ordination between large-scale and small-scale industries by similar methods in order to enable small-scale industries to manufacture ancillaries, and other articles required by large-scale units.

(e) **The Small Scale Industries Board.**—Was constituted by the Government of India on the 2nd November, 1954, with the Development Commissioner (Small Scale Industries) as the Chairman of the Board.

In this connection, the attention of the State Government is particularly invited to the following programme approved by the Small-Scale Industries Board during its first meeting in January, 1955:—

(i) Selection of two Community Project Blocks in each State where electricity is available and the other where electricity is not available and preparation of a programme for development of small-scale industries there in co-operation with the State Development Commissioner and the State Director of Industries.

(ii) Training of Block Level Extension Officers employed in the Community Projects.

In a recent meeting between the Ministry of Commerce and Industry, the representatives of the Small-Scale Industries Board and Community Projects Administration, it was proposed that the Small-Scale Industries Board would immediately start training 200 Block Level Extension Officers (Small Scale Industries) during this year by those regional Institutes. It was also agreed that the Small-Scale Industries Board would directly take up the development of four blocks for intensive development of small scale industries, besides the blocks to be started by the State Governments.

3. The silk and coir industries are more or less localised into certain areas. Besides, these two Boards, viz., the Central Silk Board and the Indian Coir Board do not directly sponsor any schemes but are more or less bodies for research and technical assistance.

4. The All India Handicrafts Board which is also an advisory body is mainly concerned with the revival and development of traditional industries of artistic value. The Board selected the following four industries for intensive development in the first year's programme of work, *viz.*, pottery, mat-weaving, toys and handprinted textiles. Besides these industries, the Board also selected several other cottage industries like bidi works, horn and ivory, etc. for intensive development. Industries of this type are generally located in urban areas where they were patronised in the past and there are not many such handicrafts industries in the rural area where N.E.S. and Community Projects are situated.

5. Views of the delegates are invited as to how best the activities under the Community Projects Programme be co-ordinated with those of the various boards.

ACTIVITIES OF THE KHADI AND VILLAGE INDUSTRIES BOARD

(1) **Employment Opportunities**

By

Vaikunth L. Metha

Chairman, All India Khadi and Village Industries Board

The first Evaluation Report on the working of the Community Development Projects gives the impression that progress in the development village industries has been negligible.

The main difficulty lies in the absence first of a clear directive in the matter of the development of village industries on the lines indicated, in the Report of the Planning Commission itself. For other parts of the Plan and directives are ordinarily there, formulated in the policies and programmes of the State and Central Governments. For village industries, as a perusal of Chapter XXIV in the Report will show, no specific policy is adumbrated, nor is any definite programme incorporated in the Plan.

Hence, so far, most of the areas have remained without a programme for village industries. The first requisite is, therefore, the framing of a programme for the different blocks. Even if there are programmes which are recommended by the Board or represent extension of its work in other areas, the programmes will have to be treated as integral parts of the community plans in the same sense or to the same extent as other parts of the local plans.

This necessarily postulates that if the existing programme provides for the expansion or introduction of an industry the growth of which runs counter to the basic concepts of the village industries movement, then it may be undesirable to have in operation two conflicting lines of development.

The desire to avoid conflict is easily understandable. But that the choice should be in favour of the programme represented by the activities of the All-India Khadi and Village Industries Board has to be argued out. Much of the justification is contained in the Report of the Planning Commission itself. However, if further justification is needed, it is provided by the change that has taken place in the economic outlook before the country in the last three years.

The Choice

The place that the food shortage occupied in the public mind at that time is now taken by the question of unemployment. Again, in recent months, not only has the premier political organization in the country, but those in charge of the governance of the country as well, have begun to think in terms of our progressing towards a social order of the socialistic variety.

If the solution of the problem of unemployment becomes priority number one in our future plans, that planning has also to be of a type that takes us in the direction of a socialistic order of society rather than in the reverse direction. That in solving the problem of unemployment our main task will be to redress the state of imbalance between the agriculture and industries in our national economy is common ground.

The proposals for the reorganisation and intensification of rural industries on the lines indicated by the Planning Commission in its Report which are now part of the programme of the Board represent a line of action obviously preferable to that occasionally advocated by industrialists for various reasons.

Development Pattern

As the Planning Commission has recognised, these rural industries possess the highest employment potential not only relative to the resources to be expanded, but even absolutely.

Secondly, the rural industries the promotion of which is advocated, are eminently suited for being introduced among a population which suffers from constant under-employment or seasonal unemployment.

Thirdly, the industries are such as can be carried on mostly with local raw materials, utilising tools and implements which were in common use in the past or can be manufactured locally and involving processes which do not call for any high degree of technical skill.

Moreover, in many of the industries, such as handloom weaving, oilseeds crushing, foodgrains processing, the installed capacity—to employ a term used ordinarily in relation to large-scale organised industries—is there, wholly or partially unutilised. There is also available in rural areas the know-how to employ another similar

term. It is force of competition that has resulted in the waste of labour and tools, which, in the context of the peculiar requirements of our present-day national economy, must forthwith be checked.

Declare Policy

There is one last consideration. The type of small-scale industries that are ordinarily favoured in some of the Community Project areas are those that are run by small private enterprisers who engage labour, introducing, occasionally, the labour-employer relationship in sectors of our economy where, traditionally, the industry was carried on by self-employed persons. Similar is the case with the organization of large-scale industries, especially those producing consumers' goods. There, too, so long as we have a mixed economy, the private entrepreneur represents a force which does not make for progress towards a socialistic order of society.

Whereas the rural industries, when they are organized, can be run by self-employed cottage workers who may, in order to take advantage of improved techniques and to secure access to markets, organize themselves, if necessary, on a cooperative basis. These enterprises represent the extension of the socialistic order of society in the sphere of small-scale production and, therefore, have a claim for being preferred to the other alternative methods of industrial organization.

There has, hence, to be a declaration on the part of the Community Projects Administration that inasmuch as the organization of village industries on the lines indicated in the Planning Commission's Report is an integral part of the Plan for the Community Project areas, in such areas where that part of the Plan is to be brought into operation, no schemes of industrial development will be included in the programme of work as are not in harmony with the economic trend that is implicit in the Plan for village industries.

Self-sufficiency

However, it is not the negative approach that will yield results in the shape of increased production or additional employment. A constructive, positive approach is what is needed.

At the Board's meeting held at Puri on 24th March, Acharya Vinoba Bhave called upon the Board to plan for the introduction of self-sufficiency, particularly in the matter of cloth, in each one of the 90,000 villages to which the Community Projects organization extends at present. It is a definite goal that he advised the Board to place before itself. Organization of cloth self-sufficiency will, in that event, form the pivot of the entire programme of village industrial reorganization in the areas served by Community Projects.

Even in villages where hand-spinning is common among certain sections of the people, this may be the case only among women, or among individuals who spin for meeting their own cloth requirements. However, it will require sustained effort and organization to induce the bulk of the population to practice *vastra swavalamban*, that is, turn out enough yarn for their own clothing requirements.

A little initial instruction, the supply of cotton if it is not locally produced, the provision of an adequate number of good spinning wheels—all these facilities will have to be organized, almost village by village. That will, no doubt, be part of the programme of the Community Projects organization.

Nevertheless, a large number of Village Level Workers will have to be trained in assisting in the movement of cloth self-sufficiency, by getting themselves instructed in the essential processes of production and the requirements of the organization of these productive efforts. That will be the first task before the Board.

In addition, a number of instructors and specialists will have to be recruited to provide the technical and organizational guidance and assistance that Village Level Workers or the villagers themselves might need at various stages. These technical assistants and organizers will have to undergo more systematic training and might themselves have to be better equipped educationally.

Personnel Problem

The courses of training may have to be arranged independently by the Board in case they cannot suitably be fitted into the schemes of training organized by the Centre or in the States. Besides, it will be necessary to ensure that the Block Development or Project Officers, who mostly belong to the State or Indian Administrative Services (and whose normal duties are still mainly as Revenue Officers), get familiarised not only with the programme of village or regional self-sufficiency, but are made acquainted with the part it plays in our move towards a new social order based on justice and equality.

Cloth may not be the only item that figures in the programme. That may cover building articles, hand processing of articles of food and even articles like paper and matches. Much will, however, depend on the availability of local raw materials, the unused labour potential and the extent to which the move evokes popular response.

But where the villagers decide to rely on their own labour and skill for the production of food, cloth or other necessaries of life, they should have the authority to declare that, after a stipulated period, they would not want mill cloth or other articles of daily need which they can produce themselves on a basis of self-sufficiency.

Popular Will

How and at what stage the will of the people should be ascertained and how it is to be enforced are matters which certainly have to be settled; but decision on these need not delay the introduction of the concept of self-sufficiency in the plans or the organization of productive effort.

At the same time, as emphasized earlier, the policy will have to be accepted that no industry will find a place in the local plans the introduction of which will thwart the carrying out successfully of the plan to make the people self-sufficient in the matter of their food, clothing and other daily requirements.

This goal is to be achieved by organizing the productive effort of the people, calling into operation the qualities of self-help and mutual aid which are basic to the entire conception of community development as formulated by the Planning Commission and subsequently accepted by the nation as a whole.

(2) **Programme for Khadi.**

All India Khadi and Village Industries Board was established about 2 years back. The production of khadi at the time the Board was established was worth about Rs. 1½ crores. Now it is little more than Rs. 3 crores. It is estimated that the production will go up in the year 1955-56 to about Rs. 7 to 9 crores.

2. It is under the consideration of the Board to implement all the Board's schemes—Khadi and Village Industries—on an intensive basis in a unit of 1,000 families and it is proposed to have about 1,500 such units in various parts of the country during the next Five-Year Plan. This will help in providing fuller employment to the villagers on the basis of self-sufficiency.

3. In order to further promote the production and/or sales of khadi (khadi cotton, silk, wool) a number of schemes have been sponsored by the Board which in short are enumerated below:—

Programme for the production of Khadi can be divided into three categories:—

(a) Production of Khadi for self-sufficiency (*Vastra Swalamban*).

(b) Production of Khadi on the basis of local self-sufficiency (*Kshetra Swalamban*).

(c) Khadi as a means of subsidiary occupation.

(a) **Production of Khadi for self-sufficiency.**—Self-production and self-consumption saves the complexities of trade and as such would have to be encouraged in full. The assistance offered by the Board is annas 5 per sq. yard or 75 per cent of the weaving charges whichever is less. Weaving of such yarn has to be done locally. But for the present if facilities do not exist locally, it can be got done with the help of the existing certified institutions which will take such yarn and get the same woven. In order to meet the management and service expenses, those institutions which will render such help are given 2 annas per sq. yard as grant from the Board.

(b) **Local self-sufficiency** (*Kshetra Swavalamban*).—A number of intensive areas are being established by the Board in which besides the programme of Khadi, other schemes in respect of Village Industries are also implemented on an intensive basis. Amber Charkha will be introduced by the Board in such areas in order to attain self-sufficiency in cloth.

(c) **Khadi as subsidiary occupation.**—Assistance in this regard is offered by the Board on the following basis:—

(i) **Training.**—Workers are enrolled for training, minimum qualification being matriculation or equivalent. Stipends to the

workers during the training period is given from Rs. 30/- to Rs. 40/- per month. Board is establishing its own regional vidyalayas in which such training will be given.

(ii) In order to promote training of spinners in the villages, institutions taking up this work, are given assistance of Rs. 11/- per spinner so trained.

(iii) Grants and loans are given by the Board to registered and/or cooperative institutions duly certified by the Board. Such certificate is issued by a special Committee appointed by the Board *viz.* Certification Committee whose headquarters are stationed at Lucknow. Necessary rules in this regard may be requested for from this Committee.

Loans are given free of interest for production/sales. The condition in this connection is that the institutions taking such loans must make a turnover for 2½ to 3 times of the amount of the loan.

Loans are also offered for the purchase of raw material.

Assistance at half an anna per rupee on production and/or sales is given to the institutions to meet the management charges, for expansion of business and loss incurred during the trade. This assistance is desirable as there is no profit motive in Khadi trade.

Following is the assistance offered by the Board for the purchase of various implements:—

(*a*) Charkha	2	8	0	Or 50% of the cost whichever is less.
(*b*) Hand-gin	10	0	0	
(*c*) Carding	15	0	0	
(*d*) Loom	50	0	0	
(*e*) Amber Charkha	50	0	0	

(iv) The Board has also established Peripatetic parties to tour round the villages to train the spinners, carry out necessary repairs to the various implements in the villages and also introduce the improved implements. Besides this, the party will carry on the propaganda work for Khadi.

(v) **Rehabilitation of Weavers.**—With the expansion of spinning works by starting new spinning centres, new spinners coming up and yarn spun for self-sufficiency, it will be desirable to have such yarn woven locally. Weavers will therefore have to be rehabilitated in every village. For this purpose assistance upto Rs. 500/- is offered to each weaver to enable him to establish in a village.

(vi) Over and above the assistance mentioned above the Board gives assistance for starting spinning in Jails. Exhibitions of Khadi and Gramodyog, Demonstrations, Research etc.

Assistance which the All India Khadi and Village Industries Board can extend under various village industries schemes during 1955-56.

I. **Handpounding of Rice Industry:**

1. Chakkies at 50% of the cost subject to maximum grant of Rs. 20/- per chakki.

2. Winnowing fans at 50% of the cost subject to a maximum grant of Rs. 60/- per fan.
3. Dhenkies at 50% of the cost subject to a maximum grant of Rs. 20/- per Dhenki.
4. Wooden chakkies at 50% of the cost subject to a maximum grant of Rs. 15/- per chakki.
5. Pestles and Mortars at 50% of the cost subject to a maximum grant of Rs. 15/- per pestle and mortar.
6. Production subsidy of As. 6 per md. of paddy dehusked.
7. Loan to Institutions or Co-operative Societies for manufacturing and stocking chakkies and dhenkies at 3% per annum and repayable within one year.
8. Loan to Co-operative Societies or Registered Bodies for stocking paddy at 3% per annum and repayable within one year.

II. **Village Oil Industry:**

1. Equipment grant on improved ghani newly installed at Rs. 150/- per ghani.
2. Loan at Rs. 150/- per ghani for purchase of improved ghani (interest free repayable in one year from the date of starting the ghani).
3. Grant for equipment for one Model Demonstration-*cum* Production Centre at Rs. 1,500/-.
4. Expenditure on construction of shed for the Model Centre at Rs. 5,000/-.
5. Services of an Inspector and of a Mistri.
6. Loan to Co-operative Societies or Registered Institutions for stocking oil seeds bearing 3% interest and repayable within one year.
7. Stipends of Rs. 75/- p.m. for training of mistries for a period of 3 months, at Rs. 50/- p.m. for training of Inspectors for 6 months and at Rs. 30/- p.m. for training of Telis for 1 month.
8. Subsidy on oil produced at Rs. 2-8-0 per maund.

III. **Soap making with non-edible oil industry:**

1. Grant to the extent of 50% of the capital cost to Registered Societies/Institutions for establishing soaperies with oil pressing centres at Rs. 16,750/- per full centre (Rs. 4,750/- for the soapery and Rs. 12,000/- for the oil pressing unit).
2. Grant towards expenditure on account of salary of the Supervisor-*cum*-Chemist at Rs. 1,800/- per full Centre.
3. Interest free loan of Rs. 16,750/- per full centre repayable in 5 years (Rs. 4,750/- for the soapery and Rs. 12,000/- for the oil pressing unit).
4. Loan of Rs. 20,000/- as working capital at an interest of 3% per annum and repayable within one year (Rs. 8,000/- for the soapery and Rs. 12,000/- for the oil pressing unit).
5. Production subsidy at anna one per seer of oil produced.

6. (a) Stipend to Managers in Oil Pressing Centres at Rs. 40/- p.m. for 3 months.
   (b) Stipend to Supervisors, (B.Sc.) of soaperies at Rs. 60/- p.m. for 3 months.
   (c) Stipend to apprentices at Rs. 40/- p.m. for 3 months.

IV. **Handmade Paper Industry:**

1. Grant to meet 50% of the cost of equipment to be purchased by the Centre.
2. 50% Loan bearing 3% interest and repayable within 3 years for the purchase of equipment.
3. Loan bearing 3% interest and repayable within one year as working capital subject to the condition that the maximum loan to be granted should not exceed 1/5 of the value of the planned production.
4. Production subsidy at a maximum rate of Rs. 250/- per ton.
5. Grants to selected schools for introducing handmade paper industry as a craft (Rs. 800/-) for equipment and Rs. 100/- for training of the teacher per school.
6. Stipend at Rs. 75/- p.m. to graduate trainees and at Rs. 50/- p.m. to others for 12 months' course.

V. **Cottage Match Industry:**

1. Grant of Rs. 15,900/- and loan of Rs. 1,00,000/- to Co-operative Societies and Institutions for marketing organization.
2. Grant for the revival of defunct factories and for starting 'D' Class factories. Grant at Rs. 300/- per factory and loan at Rs. 1,500/- per factory. The loan bears 3½% interest and is repayable in three equated annual instalments.
3. Stipends to trainees at the rate of Rs. 60/- p.m. (B.Sc.) for 4 months and at Rs. 40/- p.m. to others for 4 months.

VI. **Flour Chakkies:**

1. 50% grant for improvement of hand operated chakkies by providing wooden base and ball bearing attachments subject to the maximum of Rs. 3/- per chakki.
2. 50% grant on hand operated chakki subject to the maximum of Rs. 10/- per chakki.
3. Grant on bullock driven chakkies at 50% of the cost or Rs. 500/- per chakki whichever is less.

VII. **Village Pottery Industry:**

1. Stipend to trainees at Rs. 40/- p.m. (First course is of 5 months, thereafter every course is of 10 months) T.A. to trainees at Rs. 45/-.
2. 50% grant on cost of potters' wheel to individual potters, Co-operative Societies and Institutions.
3. 50% grant on cost of moulds to individuals etc.
4. 50% grant on cost of fire-proof Bhatti shed.
5. 50% grant on construction of common work shed.

6. 50% loan on construction of common work shed.
7. (Interest free and repayable in 2 years).
8. One year's loan to Co-operative Societies and Institutions for purchasing and stocking pottery articles.

VIII. **Bee-keeping Industry:**

1. Grant on new hives at 50% of the cost at Rs. 10/- per hive whichever is less.
2. Grant on new bee colonies at 50% of the cost at Rs. 12-8-0 per colony whichever is less.
3. Stipend to apiarists at Rs. 30/- p.m. for 6 months and to field-men at Rs. 30/- p.m. for 3 months.
4. T.A. to trainees at Rs. 25/-.
5. Tuition fee to Institutions at Rs. 45/- per trainee.
6. Training given in the industrial use of honey (no stipend).
7. Grant to institutions and individuals for domestication of wild bees subject to a maximum of Rs. 10,000/- per Institution.
8. Loan to Co-operative Societies and Institutions for expansion of colonies, for stocking implements and for stocking honey.
9. Grant for establishment of Model Apiaries.

IX. **Leather:**

1. Grant and loan for establishing a Village Model Tannery (Rs. 4,250/- three years' loan and Rs. 12,750/- grant per tannery).
2. Grant upto 75% of the non-recurring expenditure *i.e.*, Rs. 4,500/- for a Flashing Centre and loan upto 25% of the total expenditure including salary of 2 workers *i.e.*, Rs. 1,860/- to a Flaying Centre (2 years loan).
3. Stipend at Rs. 40/- p.m. for a period of 3 months and T.A at Rs. 75/- per trainee.
4. Tuition fee to Institutions at Rs. 25/- p.m. per trainee.
5. Assistance to an individual or a unit of bone crushers for bone crushing for manure purposes (Rs. 1,725/- grant and Rs. 575/- loan plus a loan of Rs. 1,000/- as working capital).
6. Assistance to individual or a group of cobblers for purchase of equipments, raw materials and working capital Rs. 1,000/- grant and Rs. 500/- one year's loan.
7. Assistance to individuals or a group of tanners for construction of pits, equipment, raw materials and working (Rs. 1,000/- grant and Rs. 500/- loan).
8. Grant of Rs. 100/- for construction of a pit and of Rs 50/- for repairs to existing pits.
9. Grants for allied industries such as manufacture of glue, pigment finishes, wooden shoe lasts, shoe polishes etc. (Rs. 1,000/- per unit).
10. Assistance for opening Co-operative purchase and sale depots.

X. **Fibre Industry:**

1. Training in Jute Twist, manufacture of cotton and Gur Pats and Moonj Grass weaving.
2. Stipend paid to the trainees.
3. Implements supplied to the trainees at 50% of the cost.
4. Subsidy on production to minimise the losses on the articles manufactured by the beginners.

Item I (3)—Contents of the Programme with special reference to,—
(b) Cottage and Small Scale Industries:

(ii) PILOT PROJECTS FOR INTENSIVE DEVELOPMENT FOR MAXIMUM EMPLOYMENT.

Unemployment in the country is to-day a major economic and social problem. Immediate and effective steps are, therefore, necessary to remedy the situation. Out of the 360 million people in the country, about 300 million live in the villages. About 80 per cent. of the 300 million are engaged in agriculture. Artisans may be about 10 to 15 per cent. of the rural population. It is well known that agriculturists are not fully employed and also artisans do not get adequate employment throughout the year. One of the main solutions of providing increased employment is by organizing the cottage and small-scale industries on scientific lines. Increased or additional employment can be provided as follows:—

(a) part-time employment to under-employed agriculturists;

(b) fuller employment to under-employed artisans;

(c) additional employment to the un-employed.

As referred to in an earlier note, Ministry of Commerce and Industry has set up six Boards for the development of cottage and small scale industries. Out of these, three Boards, *viz.*, All India Khadi and Village Industries Board, the All India Handloom Board and Small-Scale Industries Board will have to play an important role in the promotion of rural industries since the industries selected for development by these three Boards have a greater application in the context of rural industrialisation in the country. Silk, coir and artistic industries are more or less localised in certain parts of the country.

2. **Regional Institutes.**—As State Governments are aware, four Regional Multipurpose Institutes have been set up under the Small-Scale Industries Board and these Institutes will function as "Service Agencies". The functions of these Institutes as "Service Agencies" comprise of technical assistance, advice on business management, research, training of Block Level Extension Officers (Small-Scale Industries) etc. In fact, these Institutes will function as consulting engineers to small artisans, besides giving guidance on the marketing of their products. Each institute will have five Departments, *viz.*, for mechanised engineering, pottery, leather, chemical engineering and business management, including Industrial Co-operation.

3. **Small-Scale Industries Programmes.**—In Community Projects Administration circular letter dated 28th December, 1954, it was stated that Small-Scale Industries Board had decided to give preference to work for the promotion of small scale industries in the

Community project areas. In this connection, a reference is made to the decision of the Ooty Conference in May, 1954, and the Development Commissioners' Conference held in Delhi in November, 1954, for taking up at least two blocks for development of small scale industries. In consultation with the Ministry of Commerce and Industry, the Community Projects Administration have requested the Development Commissioners, particularly all Part 'A' and Part 'B' States, to select and communicate the two blocks for intensive development of small scale industries, but except one or two, no State has, so far, selected and communicated the blocks for intensive development.

4. **Work to start in areas with electricity.**—In this connection, we may inform the State Governments of the recent decision of the Development Commissioner, Small Scale Industries, Ministry of Commerce and Industry, that to start with, the Board would prefer to work only in areas where electricity is available for industrial purposes. It is, therefore, requested that the State Governments select immediately one or two blocks in each State for intensive development of small scale industries and the Regional Director concerned may be intimated so that he could, if necessary, assist the Development Commissioner and the Director of Industries in drawing up a plan for intensive development of the Block. In order to assist the State Governments in drawing up a plan for the intensive development block of small-scale industries, a framework of certain industries has been drawn up jointly by the Ministry of Commerce and Industry and Community Projects Administration, which is attached. This framework will be just a guide and the schemes programmed for the development of each block will differ from area to area, depending on local conditions.

5. **Intensive Development Block of Small-Scale Industries Board.**—In this connection it would be of interest to know that the Small-Scale Industries Board has decided to take up directly the development of four Intensive Blocks. These areas have not yet been selected. The State Governments would be kept informed from time to time about the manner of the planning and the method of implementation of the various schemes of these four Intensive Development Blocks. But it is specially requested that the State Governments, on their own, should now proceed with one or more Intensive Development Blocks without waiting for results of the working of the proposed four Intensive Blocks directly planned by the Small-Scale Industries Board, in view of the great emergency and importance of the development of small-scale industries with a view to providing particularly fuller and additional employment. It is earnestly hoped that this programme of starting one or two intensive development blocks of small scale industries in each State would now be possible with the assistance of the Regional Director, Director of Industries of the State and the new Joint Director appointed by the State Government. The programme in the blocks could with advantage be integrated with the development of Cooperative Movement in these areas. The experience gained in these pilot areas would furnish guidance for work in this field in other areas.

The views of the Development Commissioners are invited on this subject.

Guide for promoting an Intensive Development Block (Small Scale Industries)

1. One Community Development Block comprising of about 100 villages may be selected as an Intensive Block for development of cottage and small scale industries for providing maximum employment.

2. *Organization.*—Each Block may be divided into five areas of about 20 villages. A committee may be set up for each group of 20 villages in order to plan and assist in the programme of promoting cottage and small scale industries. These sub-area Committees should help in investigation, planning, mobilising the enthusiasm of the people, channelising resources, as far as possible, both in terms of money and man-power, etc.

There shall be a committee at the Block level also for the 100 villages which will co-ordinate the activities of the 5 sub-areas and also to make out the over-all plan etc. These committee members may be nominated and selected in order to include representatives as well as talent.

3. *Investigations.*—In order to draw up a blue-print for development of cottage and small scale industries to provide maximum employment, the first step is to collect the following information in regard to the Block selected:—

(a) A census of the age groups of the population both for men and women in the Block should be taken.

(b) Employment census also may be taken as under:

(i) Persons fully employed;

(ii) Persons unemployed;

(iii) Persons under-employed or semi-employed.

Investigators may specially enquire about the aptitude of the people and the type of work they are likely to take up with interest.

(c) Besides getting information about the man-power available, information also should be collected about the resources available, *viz.*, the following:

(i) Materials.

(ii) Power: Electric, bullock, etc.

(iii) Water.

(iv) Fuel.

(v) Surplus agricultural produce exported.

(vi) Communication available.

(vii) Proximity of markets.

4. Information also may be collected about the type of consumer goods that are imported to the area like cycle parts, sewing machine parts, cloth, stationery, building materials, etc. which can be manufactured by small scale industries.

5. Attention should also be paid to the new communications or road activities likely to come up and the people who are likely to be employed on such jobs.

6. Information should also be collected about the types of buildings existing and the likely future activities in the construction of buildings. From the employment point of view particularly, a bold programme of housing in the rural area is considered necessary.

7. *Planning.*—After all this information is collected, it is possible to have data on:—

(a) Resources available in the shape of man-power, materials, fuel, water, power, surplus agricultural produce, etc.

(b) Consumer goods imported to the area and also in nearby markets.

(c) Agricultural produce and raw materials exported from the area.

Schemes for industries suitable for the area would be worked out, depending on resources available and the market for goods, either locally or on a regional basis.

8. *Ad hoc action.*—As it would take some time to work out the detailed schemes and over-all programme for a Block, it is suggested to start with, immediately one or two of the following model schemes which are drawn up by the Small Scale Industries Board and which, after initial investigations, are considered suitable for the area may be adopted forthwith with modifications to suit the area:—

(i) Draft schemes for model blacksmithy and carpentry shop.

(ii) Draft scheme for mobile blacksmithy.

(iii) Draft scheme for mobile carpentry shop.

(iv) Draft scheme for sports goods.

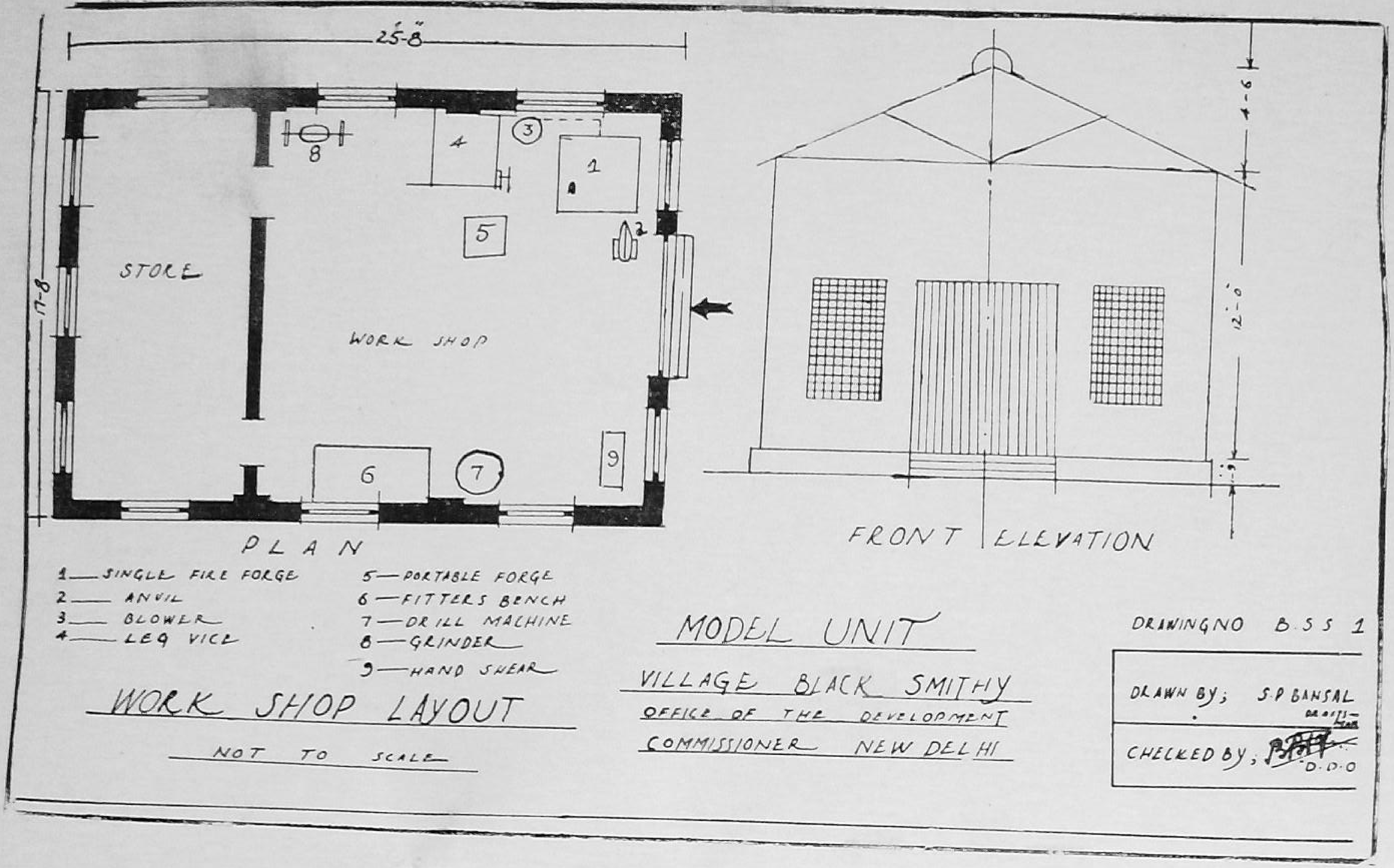
(v) Draft scheme for footwear manufacture.

A few more model schemes are under preparation by the Small Scale Industries Board and will be circulated to the State Governments, as and when ready.

VILLAGE BLACKSMITHY

Details of a Model Unit (where electricity is available)

This note contains data on equipment and installation and general layout for improved black-smithies. It is not possible to offer a common and rigid formula for development of black-smithy which is bound to vary from place to place according to the local circumstances. Needs of an area with improved and modernised farming may be entirely different to that with concentrated plantation or with improved village and small scale industries. So also, the needs of villages surrounding a city or town may be altogether different to those of interior villages. Considering all the diverse conditions, opportunities of development and taking common features, details of a model village black-smithy unit is drawn up which will allow to be adopted with necessary modifications according to the local


25'-8"
17'-8
STORE
WORK SHOP
1 2 3 4 5 6 7 8 9
PLAN
FRONT ELEVATION
4'-6
12'-0
1—SINGLE FIRE FORGE
2—ANVIL
3—BLOWER
4—LEG VICE
5—PORTABLE FORGE
6—FITTERS BENCH
7—DRILL MACHINE
8—GRINDER
9—HAND SHEAR
WORK SHOP LAYOUT
NOT TO SCALE
MODEL UNIT
VILLAGE BLACK SMITHY
OFFICE OF THE DEVELOPMENT
COMMISSIONER NEW DELHI
DRAWING NO B.S.S 1
DRAWN BY; S.P BANSAL
CHECKED BY; D.D.O

factors. With the advent of electricity and mechanised agriculture in rural areas, a changed outlook is bound to develop in village life both from social and economical aspects, demanding a definite rationalisation of existing village black-smithy units. Increased transport facilities, use of cycles by rural population, modernisation of farming equipments, growth of village industries, rural housing and higher standard of living will exert a great pressure to create a cadre of village mechanics. The village black-smiths can very conveniently take up the positions of village mechanics in course of future developments provided they adapt to the new trends. It is clear that to achieve this, traditional black-smithy practices are to be converted to occupational services according to local circumstances. Primarily, village black-smiths will be expected to cater to local consumers, possibly, accompanied with some supplementary lines of production just to balance under-employment in off seasons. Particulary for village black-smiths in suburban areas, production items may play a predominant part to stabilise their occupation.

2. Future developments as envisaged above require modernisation of the present Black-smithies. This can be possible only through a gradual and methodical process. Where changes of consumers' taste as well as the skill of village smiths are interrelated for future developments, no rapid result can be expected in the process of modernisation mentioned above. The model unit is drawn assuming that electricity will be available in the area. Details of Model Units for areas where electricity is not available can also be deduced from the given details for electrified units. So also details of a central training-*cum*-production unit can be arrived at on the same lines by necessary modifications. A model village unit would employ, say:

1. Master craftsman.

2. Helpers.

1. Apprentice.

Workshop Shed

3. The attached drawing gives a general indication of the layout of the shop. Store arrangement is within the workshop space. Outlet for smoke in the roof and sufficient openings in sides for natural light have been provided. G. I. roofing on M. S. struss and purlins supported on brick superstructure of one brick thickness with intermittent pillars is shown in the plan; flooring is brick-on-edge. However, the structural details will depend more on the local facilities.

Total floor area = 24′ × 16′ = 384 s. ft.

Extension of shop accommodation will be possible by having additional spans lengthwise on either side.

Outfits and Tools

4. This is given in four groups, *i.e.* (1) Black-smithy (2) Fitters' practice (3) Sheet Metal work and (4) General machineries and equipments. It is not necessary nor it is feasible to instal all these equipments at a time. But these are intended to indicate the line of action which may prove convenient in future developments by stages.

I—BLACKSMITHY.

No.	Item		Rs.	a.	p.
1.	Single fire open forge in brickwork fitted with air pipe lines and M. S. smoke uptake. @ Rs. 400/- each. 1 No.	Rs.	400	0	0
2	Hot vice with heavy fitters bench @ Rs. 125/- each. No. 1		125	0	0
3.	Anvil with Pedastal 2 cwt @ Rs. 125/- each I No.		125	0	0
4.	Swage Block on base @ Rs. 80/- each 1 No.		50	0	0
5.	M.S. Cooling through in two equal compartments 3′×3′×2′ deep @ Rs. 60/- each 1 No.		60	0	0
6.	Portable forge fitted with hand @ Rs. 125/- each. 1 No.		205	0	0
7.	Leven shear @ Rs. 80/- 1 No.		80	0	0
8	Blower fitted with electric motor 1 No.		600	0	0
9.	Pipe Line with step valves for air L.S.		150	0	0
10.	Brass rule 24″ @ Rs. 4/- each. 1 No.		4	0	0
11.	Callipers 8″ oustide. Inside @ Rs. 6/- per pair one pair		6	0	0
12.	Wing compass 3 @ Rs. 3/- each 1 No.		3	0	0
13.	Smiths square 18″×12″ @ Rs. 19/- each 1 No.		10	0	0
14.	Tongs, Hollow bit @ Rs. 1/- each 1 No.		1	0	0
15.	Tongs, Flat @ Rs. 1/- each 1 No.		1	0	0
16.	Tongs, Pincer @ Rs. 1/ each 1 No.		1	0	0
17.	Cold set chiesel @ 1/8/- each 2 Nos.		3	0	0
18.	Hot set chiesel @ 1/8/- each 2 Nos.		3	0	0
19.	Flatter 2½″ sqr. @ Rs. 4/- 1 No.		4	0	0
20.	Fuller, round face. @ Rs. 3/8/- each 1 No.		3	8	0
21.	Swage top and bottom, different sizes @ Rs. 12/- each set 2 sets		24	0	0
22.	Round punch @ Rs. 1/- each 2 Nos.		2	0	0
23.	Centre Punch @ Rs. 1/- each 2 Nos.		2	0	0
24.	Hammers 1½ lb. @ Rs. 2/- each 1 No.		1	0	0
25.	Hammers 2 lbs. @ Rs. 4/- each 1 No.		4	0	0
26.	Sledge hammer 7 lbs. Rs. 7/- each 1 No.		7	0	0
27.	-do- -do- 14 lbs. @ Rs. 14/- each 1 No.		14	0	0
28.	Miscellaneous L. S.		160	0	0
	TOTAL		1998	8	0
		say	2000	0	0

II. SHEET METAL WORKS

No.	Item	Rs.	a.	p.
1.	Hand Lever Shear @ Rs. 125/- 1 No.	125	0	0
2.	Soldering oven 1 No.	50	0	0
3.	Stake funnel with beck @ Rs. 40/- 1 No.	40	0	0
	(*a*) Stake Pan (square) @ Rs. 40/- 1 No.	40	0	0
	(*b*) Stake Pan (round) @ Rs. 40/- 1 No.	40	0	0
	(*c*) Stake half moon @ Rs. 30/- 1 No.	30	0	0
4.	Creasing iron @ Rs. 40/- 1 No.	40	0	0
5.	Scotch shears (right handed) Rs. 20/- each 1 No.	20	0	0
6.	Straight snips @ Rs. 15/- 1 No.	15	0	0
7.	Block shears (left handed) @ Rs. 20/- 1 No.	20	0	0
8.	Soldering iron @ Rs. 2/- 4 Nos.	8	0	0
9.	Set of assorted hammers for hollowing, planishing, stretching, creasing etc. L.S.	50	0	0
		478	0	0

		Rs.
	B. F. .	478 0 0
10.	Wooden Mallets. @ Rs. 1/- each 2 pcs.	2 0 0
11.	Short pieces of rails 4′ long @ Rs. 12/- each . . .	4 0 0
12.	Miscellaneous L. S.	100 0 0
	TOTAL .	584 0 0

III. *FITTING SHOP*

1.	Bench Vice– 3″ @ Rs. 20/- 1 No. . . .	20 0 0
2.	Bench vice– 5″ @ Rs. 40/- 1 No.	40 0 0
3.	Hand drill Bench type 1 No. 3/4″ capacity @ Rs. 120/- each	120 0 0
4.	Pipe vice. @ Rs. 30/- each. 1 No.	30 0
5.	*Fitters tools:* Steel rules 12″; set squares 6″; outside callipers 6″; inside callipers 6″ Jenny callipers; Cold chiesel flat 3″/4″ Cross cut chiesel; Screw driver, 8″; Flat file, 12″, Rough Flat file 10″ 2nd cut; Half round fild, 10″, 2nd cut ; Round file 3/8″ 2nd cut; Round file 1/2″ 2nd cut. Engineers hand hammers, lb. cross pane hammer, lb. 1 each each item L. S. .	125 0 0
6.	Hand drill brace O″– x″ @ Rs. 5/- 1 set.	5 0 0
7.	Ratchet Brace. (to be made as may be required) L. S. .	10 0 0
8.	Drill bits, 1/8″×½<5× 1 set L.S.	10 0 0
9.	Plias, 6″ @ Rs. 3/- 1 No.	3 0 0
10.	Spanner set @ Rs. 12/- 1 set	12 0 0
11.	Adjustable spanner 6″ @ Rs. 4 /- each 1 No.	4 0 0
12.	Adjustable spanner 8″ @ 6/- each 1 No.	6 0 0
13.	Dividers 8″ @ Rs. 3/- 1 No.	3 0 0
14.	Thread callipers, outside @ Rs. 3/- 1 No.	3 0 0
15.	Scribers, centre punch scribing blacks, scrapers (as per requirement) L. S.	30 0 0
16.	Taps, dies, die stocks etc. L. S.	150 0 0-
17.	Spirit Level 1 No.	10 0 0
	TOTAL .	501 0 0

IV. *GENERAL—MACHINERIES AND EQUIPMENTS*

1.	One Hollow spindle, gap bed 6′—Screw cutting self driven Lathe together with one 8″ self centring chuck one 10″; 4 jaw independant chuck centre stready, Travelling Driving plate and face plate..	4000 0 0
	B. F. Rs.	4000 0 0
2.	One Pillar drill capacity upto 1″	500 0 0
3.	One self-driven Grinder fitted with IB.H.P. motor @ Rs. 500/- each	500 0 0
4.	One self driven mechanical saw	500 0 0
5.	One portable drill capacity ½″	300 0 0
6.	One portable grinder	300 0 0
7.	One set-Oxy acetylene welding equipment including cutter	2000 0 0
8.	One weighing machine	150 0 0
9.	One Mechanical hammer fitted with motor	4000 0 9
	TOTAL .	12,250 0 0

5. Hence the estimate of expenditure on a model village smithy comes to:—

1.	Land & Workshop shed 384 s. ft. @ Rs. 6/- s. ft..	2304 0 0
2.	Blocked capital in equipments for smithy alone	2000 0 0
3.	Working capital assuming on average requirement of 15/20 cwt. of M. S. raw materials and 50 mds. of coal per month for 3 months @ Rs. 800/- per month.	2400 0 0
4.	Miscellaneous including electric wiring and erection.	796 0 0
	TOTAL	7500 0 0

6. Items from the list of sheet metal and fitting practice to be added if needed. Items under "General Machineries and equipments" will be useful while drawing details of Training-*cum*-Production Centres. The above estimate, particularly as regards item Nos. 1, 3 and 4 will vary from place to place and will differ in each individual case.

7. Modern smithy practice means the best, simplest and quickest way to do a job. In many cases "labour-saving-gadgets" are replacing the "traditional black-smiths" tools. With modern tools a job may be finished by one heat only, while the same job may require two or three heats with antiquated tools. So the problems of tooling are to be dealt with a very progressive attitude. A small neatly arranged village workshop is sure to exert a great psychological influence in the minds of artisans in improving their working temper and shaping their mental make up towards modern smithy practice. In western countries, a radical change in the smithy practice has been effected by the introduction of mechanical hammer and oxyacetylene welding and cutting. It may not be possible to introduce these in our individual village black-smithy units immediately. But introduction of improved tools and implements should receive prior active consideration. At present black-smithy practice is full of guess-work. The artisan does not know whether he has cut enough material for the job or whether he is going to have a big waste of bar. The artisan does not have drawings and sketches to guide him. It is an uphill task to get over these difficulties within a short period. Probably, the right move of reorganisation will be if it is commenced thoughtfully from tooling and basic mechanical outfits on the principles of modern smithy practices. The ultimate aim is to convert the village black-smiths to village mechanics by stages through demonstration, training, better technical "know-how" and also by giving facilities to transform their knowledge and experience into practice.

8. To achieve the objectives stated above, it may be necessary to set up a number of Training-*cum*-Production Centres where the young smiths may be trained up in using modern tools. It also may be necessary to take lead in putting into actual practice any new method of operation through these centres. A drawing is attached herewith indicating a general lay out of a training-*cum*-production centre. This drawing may be referred as a general indication while drawing schemes for training-*cum*-production centres keeping in view such factors which may arise out of local circumstances.

9. Functions of these Centres may be on the following lines:

Training:

Arranging technical know-how.

Quality Control.

Channelising marketing activities.

Working as a Central production unit when individual units will have ancillary activities or *vice-versa*.

Procurement of raw materials in bulk on more advantageous terms and distributing the same to small units.

Persuing execution and supply of orders.

Maintaining a ready stock of spare parts and tools, that may often be required for repair and maintenance or to meet the demand for tools from units.

To help the individual units to work out their cost of production.

Co-ordination work in general.

10. Estimate of financial implications for a training-*cum*-production Centre with accommodation for 3 trainees are given under:—

I. *BLACKSMITHY*

	Rs. a. p.
A. Single fire open forge in brick-work fitted with air pipe lines and M. S. smoke uptake, Hot-vice with fitters bench, Anvil with Pedastal, swage blocks on base, M. S. cooling troughs in two compartments. 4 sets	1,960 0 0
B. 1. Portable forge, hand driven 1 No.	125 0 0
2. Forge furnace, Enclosed type. 2 Nos. @ Rs. 400/- each.	800 0 0
3. Lever shear @ Rs. 60/- each.	60 0 0
4. Mechanical hammer, self driven electrically 1 No.	5,000 0 0
5. Blower fitted with electric motor 3 B.H.P. 1 No.	800 0 0
6. Pipe line with shop valves	300 0 0
7. Brass nibs, callipers 8″ outside & inside, wing compass 8″. Smiths square 18″ × 12″. Tongs—Hollow bit, pincer, flat, cold set chiesel, Hot set chiesel, Halter 2½″ sqr., Fuller, round face, swage top and bottom of different sizes, Round punch, centre punch hammers—1½ lbs., Hammers 2½ lbs., Sledge hammers 7 lbs. Sledge Hammers 14 lbs. etc. Quantity 12 pcs., 12 pairs or 12 sets as the case may be. L. S.	1,000 0 0
Weighing machine	750 0 0
Miscellaneous	255 0 0
TOTAL	11,050 0 0

II. *SHEET METAL & FITTING & GENERAL*

		Rs.	a.	p.
1.	Hand lever Shear @ Rs. 125/- each 1 No.	125	0	0
2.	Circle cutting machine hand operated 1 No. . . .	350	0	0
3.	Sheet Bending Roller machine (hand operated) 1 No. .	350	0	0
4.	Universal swaging, wiring and Jennying machine, hand operated 1 No.	250	0	0
5.	Bottom closing machine 1 No.	250	0	0
6.	Fly Press No. 4, Single arm. 1 No.	300	0	0
7.	Fly No. 7 Double arm 1 No.	700	0	0
8.	Soldering oven fit for 8 persons 1 No.	100	0	0
		2,425	0	0
9.	Stake, funnel with beck @ Rs. 40/- 6 Nos.	240	0	0
	(*a*) Stake Pan (square) @ Rs. 40/- 6 Nos. . . .	240	0	0
	(*b*) Stake Pan (round) @ Rs. 40/- 6 Nos. . . .	240	0	0
	(*c*) Stake Pipe @ Rs. 30/- 6 Nos. . . .	180	0	0
	(*d*) Stake Half moon @ Rs. 30/- 6 Nos. . . .	180	0	0
10.	Horse and heads @ Rs. 9/- 6 Nos.	240	0	0
11.	Creasing iron @ Rs. 40/- 6 Nos.	360	0	0
12.	Tin man's anvil. @ Rs. 30/- 12 Nos.	240	0	0
13.	Bent snips @ Rs. 15/- 12 Nos.	180	0	0
14.	Scotch shears (right handed) @ (Rs. 20/- 12 Nos. . .	240	0	0
15.	Straight snips @ Rs. 15/- each 12 Nos.	180	0	0
16.	Block shears (left handed) @ Rs. 20/- 12 Nos. . .	240	0	0
17.	Soldering iron @ Rs. 2 /- 24 Nos.	48	0	0
18.	Set of assorted hammers for hollowing, planishing, stretching, reasing etc. L. S. 1 Doz. each.	300	0	0
19.	Wooden Mallets 2 Doz.	12	0	0
20.	Short pieces of rails 4′ long @ Rs. 12/- each 6 Pcs. . .	72	0	0
21.	Miscellaneous L.S.	200	0	0
	TOTAL . .	5,817	0	0

III. *FITTING SHOP*

		Rs.	a.	p.
1.	Bench vice—3″ @ Rs. 20/- 12 Nos.	240	0	0
2.	Bench vice—5″ @ Rs. 40/- 4 Nos.	160	0	0
3.	Hand drill bench type 2 Nos. 3/4″ capacity @ Rs. 120/- each	240	0	0
4.	Pipe vice @ Rs. 30/- each 2 Nos.	60	0	0
5.	Hand vice @ Rs. 5/- each. 6 Nos.	30	0	0
6.	*Fitters tools* Steel rules 12″ ; set squares 6″; Outside callipers 6″; Inside callipers 6″; Jenny callipers; Cold chiesel Flat 3/4″; Cross cut chiesel; Screw driver, 8″; Flat file, 12″, Rough. Flat, 10″ 2nd cut, Half round file 10″, 2nd cut; Round file 3/8″, 2nd cut; Round file 1/2″, 2nd cut Engineers hand hammer, lb. cross pane hummer. 1 lb. 1 doz. each item. **L.S.**	800	0	0
7.	Hand drill brace 0″– ¼″ @ Rs. 5/- 3 sets	15	0	0
8.	Ratchat Brace (to be made as may be required) L. S.. .	20	0	0
9.	Drill bits, 1/8″ x 0½″ 3 sets L.S.	30	0	0
10.	Plias 6″ @ Rs. 3/- 6 pcs.	18	0	0
11.	Spanner set @ Rs. 12/- 3 sets.	36	0	0
12.	Adjustable spanner 6″ @ Rs. 4/- 1 No.	4	0	0
	TOTAL .	1,653	0	0

	Rs.	a.	p.
B.F.	1,653	0	0
Adjustable spanner 8″ @ Rs. 6/- 1 No.	6	0	0
13. Dividers 8″ @ Rs. 3/- 6 Nos.	18	0	0
14. Thread callipers, outside @ Rs. 3/- 6 Nos.	18	0	0
15. Scribers, centre punch scribing blocks, scrapers (as per requirements) L. S.	30	0	0
16. Screw Pitch gauge fillet and radius gauge wire gauge. 2 each L. S.	80	0	0
17. Micrometre, 0″—1″ 1 1″—2″ each.	80	0	0
18. Calliper 1″—2″ 1 No.	20	0	0
19. Spirit Level 1 No.	10	0	0
20. Adjustable trammels. 1 No.	15	0	0
21. Surface plate 18″ × 12″ 1 No.	40	0	0
22. Taps, dies, die stocks etc. L. S.	150	0	0
TOTAL	2,120	0	0

IV. *GENERAL MACHINERIES AND EQUIPMENTS*

	Rs.	a.	p.
1. One Hollow spindle, gap bed 6′—Screw cutting Lathe together with one 8″ self centring chuck one 10″, 4 jew independent chuck centre steady, Travelling steady, Driving plate and face place chuck.	4,000	0	0
2. One —Pillar drill capacity upto 1″	1,800	0	0
3. Two—self-driven Grinder fitted with B.H.P. motor @ Rs. 500/- each.	1,000	0	0
4. One—self driven mechanical saw	700	0	0
5. One—Portable drill capacity ½″	300	0	0
6. One—Portable grinder	300	0	0
7. One set—Oxy-acetylene welding equipment including* cutter	2,000	0	0
TOTAL	10,100	0	0
Electric Installation including lighting and erection of machineries, sanitation L. S.	1,500	0	0
	11,600	0	0
Contingencies 5% (approx.)	500	0	0
TOTAL	12,100	0	0

Total expenditure

	Rs.	a.	p.
Blacksmithy	11,050	0	0
Sheet Metal Works	5,817	0	0
Fitting Shop	2,120	0	0
General Shop	12,100	0	0
TOTAL	31,087	0	0
Say	31,000	0	0

*Transport expenses included in the estimated cost of machines and equipments.

Estimate of Expenditure is Given Below :

Non-Recurring

	Rs.	a.	p.
Land 1/3 acre. @ Rs. 3000/- per acre	1,000	0	0
Workshop shed 2400 sq. ft. @ Rs. 6/- sq. ft.	14,400	0	0
Machines, outfits, tools and implements etc. Appendix A	33,000	0	0
Furniture L. S.	1,500	0	0
TOTAL	49,900	0	0

or say Rs. 50,000

Recurring expenses on Staff

1. One Controller	250	0	0			
2. One Blacksmithy Instructor	120	0	0			
3. One Fitting Practice Instructor	120	0	0			
4. One Sheet Metal Instructor	120	0	0			
5. One Turner and machine man combined	80	0	0			
6. One Welder	80	0	0			
7. Five Helpers @ 40/- each	200	0	0			
	970	0	0	970	0	0
8. One Peon-cum-messenger	40	0	0			
9. Three watchmen @ 40/- each.	120	0	0			
10. One Accountant	120	0	0			
11. One Store Keeper	120	0	0			
12. Two Office Assistants @ Rs. 60/- each	80	0	0			
	120	0	0			
				1,450	0	0

Raw Material Stores etc.

1. Mild Steel 3 tons @ Rs. 650/-.	1,950	0	0			
2. Coal 120 mds. @ Rs. 2/8/- md.	300	0	0			
3. Tools and consumable stores L. S.	400	0	0			
4. Power (20 B.H.P)	250	0	0			
5. Stationery and postage	50	0	0			
6. Miscellaneous	50	0	0			
TOTAL				3,000	0	0
				5,420	0	0

So non-recurring expenses for four months come to 4×5420= Rs. 21,680/-/-. It is further proposed that the trainees should get a reasonable stipend during their training period and also some provision should be made for wastage of material during training which may be taken as Rs. 200/- per trainee.

11. Hence the final expenditure stands as—

	Rs.	a.	p.
Blocked expenditure	50,000	0	0
Recurring expenditure	21,680	0	0
Stipends and Wastage for 8 trainees (as grant). . . .	4,480	0	0
TOTAL	76,160	0	0

12. To make the production side a success it is also proposed that the accounts of production side and training side should be maintained separately. A process of cost accounting is also to be introduced from the beginning on the production side so that sufficient light may be thrown for guidance to indicate the working position of the organization.

13. Above suggestions are to be taken as indicative and details may be altered or modified as may be necessary in individual cases.

B. B. ROY,

Deputy Development Officer.

OFFICE OF THE DEVELOPMENT COMMISSIONER, SMALL SCALE INDUSTRIES, MINISTRY OF COMMERCE AND INDUSTRY

"A Draft Scheme for Model Carpentry Shop".

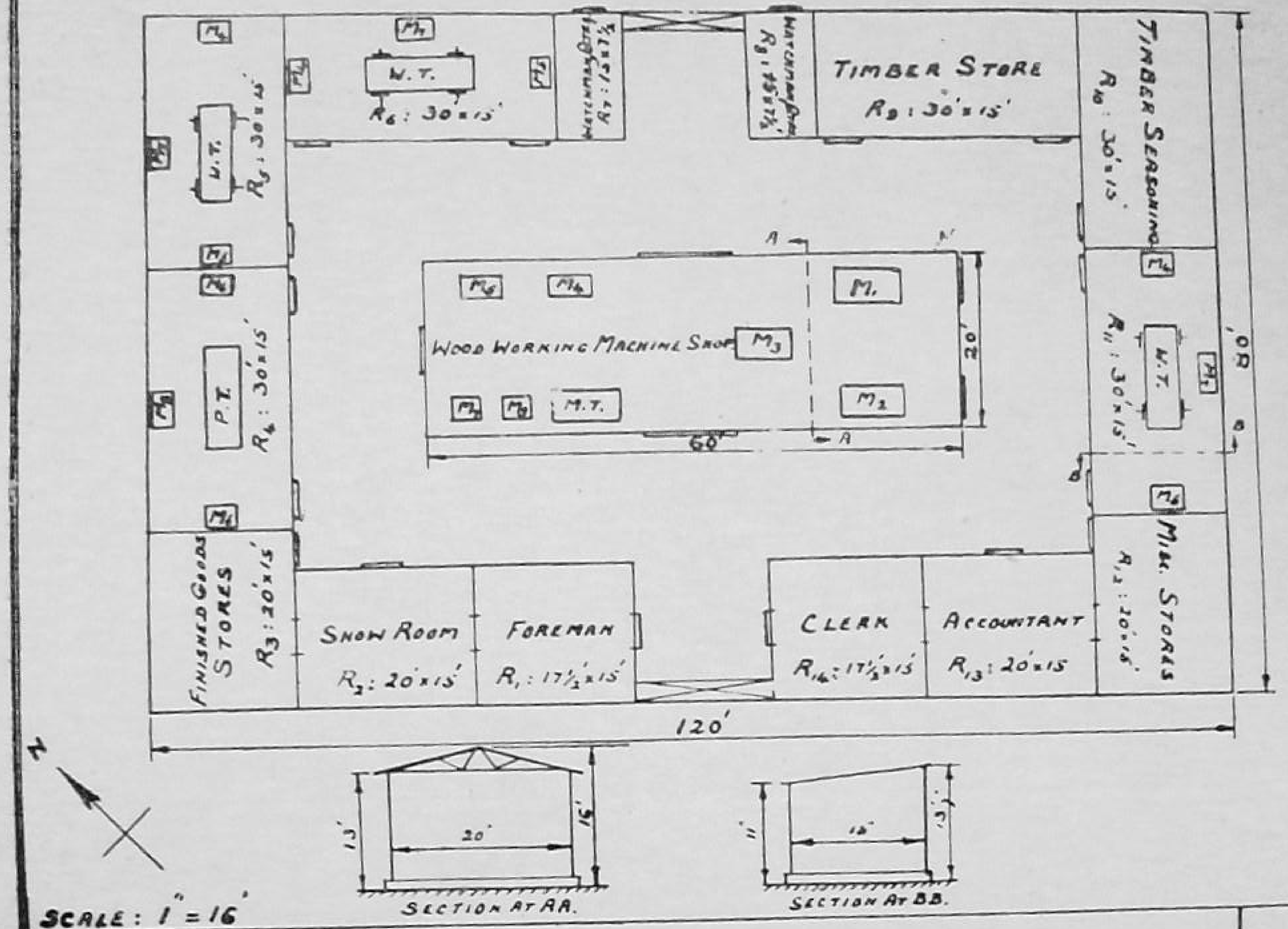
The current emphasis on the development of rural India has brought a new emphasis in the programme of modernisation of the widely dispersed industries. Carpentry forms one of the main industries of this group. The tools that a rural carpenter in our country is using have remained unchanged for a thousand years. These have limited his standard of work and the economy of production.

2. Wood working machinery is essential for the economic production of joinery. The improvements and progress in machinery have made it possible to manufacture wooden framed work cheaply and with an accuracy previously unattainable. It has evolved a technique of its own and made wood work construction practicable. While the actual manipulation and conditioning of the machine has become a highly specialised job and is now the province of the wood working machinist, it has become a necessity for the carpenter and the joiner to become familiar with the capabilities of the machine and the fundamental principles which underlie each operation.

3. It is, therefore, proposed to set up, fully equipped, model carpentry shops, both small and big, in suitable rural and semi-urban places respectively which are served with electricity. Of these, the bigger centres will not only be training centres for village carpenters of surrounding areas wherever they are situated, but by a careful planning they can easily work out production programmes with the aim of making them self-supporting production centres, in the course of 5 years. In these production centres, the trainees seeking employment after training are entertained and allowed to work on piece-work system whereas the small centres are those which are started by the trainees who have the zeal to set up their own independent business as a family concern in their own villages with the aid of Government loan given in the form of improved tools and equipment.

4. In the selection of machines, as found in Appendix 'A', every attempt has been made to equip the model unit with a minimum set of simple wood working tools to enable the trainees to have all types of carpentry jobs done on machines. All the machines proposed are driven by individual motors with push button starters, to reduce the floor space, to minimise the danger of accidents and to add to the general tidiness. By this method, speeds of machines are better controlled and the breakdown of one motor does not lead to a general stoppage of the whole plant.

5. In the lay out of the building of the model unit, care has been taken for the compactness and the safety. Machine shop, as can be seen in the plan attached, is centrally situated and the work sheds, stores, air seasoning room, offices etc. are surrounding it, with a 15-ft. gang way in between for the easy internal transport. In the location of different sections, attempts have been made to save the usual wastage of labour in carrying the goods from section to section. In the lay out of the machine shops itself, due care has been taken for lighting and ventilation. Sufficient floor space has been given in



LEGEND	PARTICULARS.
M_1	BAND SAW.
M_2	TILTING ARBOR SAW.
M_3	THICKNESS PLANER.
M_4	MORTISER AND DRILL.
M_5	WOOD TURNING LATHE.
M_6	ELECTRIC DISC SANDER.
M_7	ELECTRIC GRINDER.
M_8	SPRAY PAINTING MACHINE.
M_9	BAND SAW BLADE BRAZER.
M.T.	MARKING TABLE.
W.T	WORK TABLE.
P.T.	POLISHING TABLE.

LAY OUT OF A MODEL CARPENTRY WORKSHOP.

OFFICE OF THE
DEVELOPMENT COMMISSIONER
SMALL SCALE INDUSTRIES.

between the machines to give adequate means for easy dealing of long lengths of timber so as to avoid fouling other machines or checking the steady flow of work from machine to machine.

6. The carpenters, living in the surrounding villages, will be selected in batches of a dozen each, every six months. In order to avoid the routine work of a carpenter in a village, while selecting, care is to be taken that the first senior carpenter is not disturbed, but the second or the junior carpenter of his house may be taken for training during the off peak period of work, and he will be given a stipend of Rs. 30 p.m. as sustenance allowance. These trainees are required to sign a bond to get back to their own villages and introduce the modern implements and the improved methods of production. If necessary, by a separate State scheme, a loan may be provided to enable them to purchase a few improved types of tools and equipments. These rural carpenters who will undergo training at these centres under the experienced carpenters and Foreman who himself is a good wood-working machanist would not only learn the use of improved wood-working tools but would also learn the improved methods of joinery work by labour saving methods. This 6 months training, at such a model centre, would have easily caught the interest and imagination of these rural carpenters so that they would be attracted to get their job works like repairs to agriculture implements, hand and bullock carts and building requisites like doors and windows done at such centres. Besides these miscellaneous job works, this centre could take up a planned programme of production of improved designs of furniture to meet the increasing demands of the semi-urban population. With the increasing standards of living in villages and semi-urban areas, there is every possibility of the increase in demands of the carpentry goods like cots, doors and windows and simple types of furniture. Thereby, there is bound to be an increasing scope of work for the efficient artisans to give more output by such improved tools and implements, in order to increase his daily earnings. Thus, there should be no fear of unemployment due to the introduction of such labour saving tools and processes amongst the rural artisans.

7. A rough estimated cost of running such a model wood working training-*cum*-production centre is as follows:—

Non-recurring :

	Rs.
Cost of building, including the cost of land (Net covered area of 5850 sq. ft. @ Rs. 5/- per sq. ft. including the cost of open land. See plan attached.)	30,000 0 0
Cost of equipment including erection and wiring etc. (for details see Appendix 'A')	20,000 0 0
Total non-recurring expenditure . .	50,000 0 0

Recurring :

		Pay
	Rs.	Rs.
One foreman (wood working machinist)	180—300	2,160
Three skilled carpenters (senior carpenters).	120	4,320
Three helpers		
Stipends to 12 trainees (village carpenters) @ Rs. 30/- p.m. for six months.		2,160

Wages to six semi-urban carpenters at Rs. 60/- p.m. for six months . .		2,160	
One clerk-*cum*-typist . . .	120	1,440	
One Accountant-*cum*-storekeeper .	120	1,440	
One watchman	60	720	
One peon	60	720	
Raw material requirements for training per year		15,000	
Contingencies		2,720	
Total recurring expenditure			25,000 0 0
Total recurring and non-recurring expenditure . .			75,000 0 0

Loan :

Working capital for running it as a production centre .	25,000 0 0
Total capital outlay of the training-*cum*-production centre	1,00,000 0 0

8. The success of this Centre depends on the efficiency of the marketing. The Centre should so plan its production as to be able to push its finished goods as expeditiously as possible. This is possible only when the marketing section of the production Centre has keen eyes on the latest trends and tastes of the consuming public. In brief, the production Centre stands or falls depending upon the efficiency of the marketing side. In the circumstances, it is best to bring all those willing craftsmen who are trained at this Centre into a Co-operative field and handover the Centre to those people treating the Government investment as loan to the society so formed. The loan may be recovered in easy instalments. Such Centres can also be very well used by State Governments for solving the immediate unemployment problem amongst the artisans. Semi-urban artisans who are unemployed may be given work on piece work basis till they are able to find employment or they are able to establish their own independent workshops. Later, it is also proposed to transfer these Centres to Co-operative Societies at the book value provided the piece-workers in the Centres are willing to form themselves into a Co-operative fold or any other similar structure. For this purpose, it is proposed to deduct some amount out of the wages of the piece-workers towards the share value and then after the shares are fully paid up, these Centres would be transferred to the Co-operative Society of the artisans and the amount so realised will be utilized for starting fresh Centres.

9. Anticipated returns:

Production programme should be so well planned that the training-*cum*-production centre should become self-supporting at the end of 5 years of its working. Training programme will be in full swing for the six months, during off-season periods, *i.e.*, sowing time to harvesting time, when only the rural carpenters will be available for training. The remaining 6 months, the Centre should concentrate on production of improved types of furniture by engaging the casual semi-urban carpenters on daily wage basis or piece work basis. By this, the semi-urban carpenters would not only learn the use of machines and the better designs of furniture and improved

methods of processes but also they earn their daily wages while they learn. The Centre with the help of this temporary labour would be able to undertake huge orders for improved types of furniture and other goods. With the help of the loan of Rs. 25,000 to be used as working capital, programme of production should be so arranged that the anticipated earnings or returns on job orders should be as follows:—

Earnings during the first year should be sufficient to meet the raw material and other initial experimental work. In the second year, it should be able to meet the entire expenditure or raw material, wages of temporary labour and contingencies etc. Thus, by the end of 5 years, it should be able to earn to meet the entire recurring expenditure and the interest on the total capital outlay.

10. Rural Workshops for village carpenters:

Village carpenters, after undergoing training at he training-*cum*-production centre, are encouraged to equip their village workshops with the following machines from the loans expected to be granted by the State or the Central Government.

		Rs.
1.	Small Band Saw or Circular Saw with ½ HP Motor	850
2.	Craftsman thickness planner with ¾ HP Motor	850
3.	Combined Mortiser and Drill with ¼ HP Motor, complete with Bench Stand	550
4.	Wood Turning Lathe with 1/3 HP Motor and spares	600
5.	Bench Grinder with 1/3 HP Motor	250
6.	Work table with carpenter's vice and clamp	200
7.	Complete set of improved hand tools (sets of hand saws, planes, routers. chisels, scrapers, oil stones, boring tools, marking out and testing tools, nailing, screwing, sawing and plaining appliances) as shown in Appendix 'B'	350
	TOTAL	3,650
	Miscellaneous expenses, including wiring etc.	350
	GRAND TOTAL	4,000

Each one of these rural workshops when equipped with these improved tools will become nucleus workshops in their villages. As the trained carpenters are acquainted with the improved process of manufacture and improved designs, the other carpenters would copy them and try to learn from them. Thus, these nucleus workshops in the villages would ultimately become the source for spreading the improved practical knowledge. The trained carpenters, as they know the advantages of the central services being rendered by the Central Production Workshop having some more heavy equipment, would not only be attracted to take advantage of these machines but also they would be attracting their fellow carpenters to follow their example. Thus, the Central Production Workshop, constituted in a semi-urban area, say a Taluka town, after serving its purpose of training could become a popular Central Services and Production Workshop.

P. NARASIAH,
Deputy Development Officer.
18-1-1955.

APPENDIX 'A'

"Equipment for Model Carpentry Unit"

No.	Particulars	Specifications	H.P. reqd.	Type of work done	Nos. reqd.	Price approx.	Total Cost
1	2	3	4	5	6	7	8
						Rs.	Rs.
M 1.	Band Saw	The 'Beuttons' Band Saw (Indian) or any similar make to conform to the following specifications : Die of Band Saw Wheels . 36″ Depth of cut . 32″ Size of table . 45″×45″ Speed (R.P.M.) . 550	10	Cutting logs, Planks & big sections and circular shapes etc.	1	1,700	1,700
M 2.	Tilting Arbor Saw	Walker-Turner Tilting Arbor Saw (USA) or any similar make to conform to the following specifications:— Size of the blade . 12″ Depth of cut . 4⅛″ Table size . 48″×38¾″ Speed (RPM) . 3450	5	Cutting smaller sections, rebating, grooving & housing etc.	1	1,500	1,500
M 3.	Thickness Planner	Mysore—Kirlosker (Parekh) thickness planner (Indian) or any similar make to conform to the following specifications : Base dimensions 22″×14″ Capacity : Planes material upto 12″ wide and 4″ thick maximum cut ⅛″. It will also take pieces as short as 6″ and as thin as 1/16″ Speed of head (R.M.P.) . 400 Feeding speed (R.P.M.) . 16	2	Thicknessing, widthing, tapering and panels etc.	1	1,700	1,700

M 4.	Combined Mortiser and Drill with bench stand.	Wolf Electric Combined Mortiser and Drill with bench stand (UM) or any similar make to conform to the following specifications : Base table area : 8″×8″ height : 22″ Spindle speed : 475—850 R.P.M. Drilling hard wood upto 5/8; and mortising slots upto ½″ width. Depth of timber 4½″	¼	Mortising, boring & sinking etc.	4	550	2,200
					4	600	2,400
M 5.	Wood Turning Lathe	Shop master wood turning lathe with centres and tool rest, face plate and pullies.	1/3	Turning jobs.	2	900	1,800
M 6.	Electric Disc Sander and belt sander	Walker—Turner's sending disc and belt sander or any similar make to conform to the following specifications : Disc Sander:— Dia. of disc : 10″ (made from aluminium alloy) Operating speed: 660, 1280 and 2350 R.P.M. Belt Sander:— Belts are 52½″ long and 4″ wide. Belt speed: 900, 1760 and 3200 F.P.M.	½		4	250	1,000
M 7.	Bench Electric Grinder :	Indian make. Speed (RMP) : 2850 Size of wheel : 7″×¾″×5/8; bore.	⅓		1	600	600
M 8.	Spray painting equipment	(English or any other make) Capacity of air (compressor) :	½			200	200
		3½ c. ft/Min. at 35—65 lbs. per sq. inch.			1	250	750
M 9.	Band Saw Brazer Carpenters work benches	Size 4′×8′ each complete with 4 carpenters vices and one clamp.			1	100	100
	Polishing table	Size 4′×8′			1	100	100
	Marking table	Size 4′×8′			12 set	350	4,200
	Carpenters Hand Tools	Complete set of hand saws, planes, routers, chisels, scrapers, oil stones, boring tools, marking out and testing tools. Nailing, screwing, sawing and planning appliances. (As per appendix 'B')					18,250
		Erection and wiring & miscellaneous charges					17,500
				TOTAL			20,000

APPENDIX 'B'

Set of Hand Tools

1 ratchet screw driver with bits.
1 carpenter's claw hammer.
1 breast drill with bits.
1 marking gage.
1 set centre punches.
1 set nail sets.
1 set countersinks.
3 steel hand scrapers.
1 spirit level, 12″.
1 diamond glass cutter.
1 smoothing plane.
1 block plane.
1 jointer plane.
1 router plane.
1 expansive bit, with cutters.
1 glue pot, electric.
1 set end 'S' wrenches.
1 try square.
1 carpenter's steel square.
1 12″ back saw.
1 cross-cut hand saw.
1 set cold chisels.
1 hacksaw frame.
1 monkey wrench.
1 carpenter's rule.
1 'C' clamp, 8″.
1 set auger bits.
1 pair tin snips.
1 oil stone, fine.
1 oil stone, medium.
1 set wood chisels.
1 set (3) hand files.
1 set (2) wood rasps.
1 outside callipers, 8″.
1 inside callipers, 8″.
1 combination dividers, 8″
1 bench punch.
1 belt punch.
1 set turning gages.
1 set turning chisels.
1 set parting tools.
1 set (3) screwdrivers.
1 set hand saw blades.
1 band saw brazing set.
1 pair side-cutting pliers.

Office of the Development Commissioner (Small Scale Industries).

"Draft Scheme of Mobile Blacksmithy"

The object of the Mobile Black-smithy scheme is to carry to the doors of artisans, the news of modern age and imbibe them with the spirit of mechanisation. It is a cruel reality that Indian blacksmiths are falling far behind with their inherited, almost obsolete practices, in the march of advancement of the day. The situation demands a positive action to save these artisans being eliminated in their struggle for existence. Demonstration of modern smithy practice with the help of electrically driven machines and improved tools right at the doors will surely create a curiosity and hankering after modern technique in the minds of artisans. Mobile Blacksmithy units will be an ideal beginning of a long and tough task of modernising smithy practice in India.

2. The idea is to demonstrate how labour saving production techniques can be adopted with the help of mechanical devices. Introduction of mechanical hammer, welding sets, Power hacksaw and drilling machine in blacksmithy practice will lead the trade to a completely new sphere of activities. Blacksmiths in Western countries adopted the above machines in their individual smithy sheds fifty years back. Indian blacksmiths also, will have to resort to these machines, before it is too late, if they want to exist.

3. Introduction of machines in blacksmithy will necessarily require the artisans to be trained up in new production technique. Even the manual operations, practiced so long in the old inherited way have to be changed and adjusted to keep pace with modern mechanical methods. So these mobile units will have to be equipped in such a way that it will not simply exhibit the machines but it will give practical demonstration of some representative examples of both mechanical and manual modern smithy practices. Unless, the actual utility of these machines can be shown to artisans by demonstrating specific examples in practice, these machines may create more confusion than impression in the minds of artisans. It is further proposed that educative booklets and literature, specially prepared for the purpose to be distributed at a nominal cost (free if necessary) to the artisans so that the impression and ideas created by the demonstration do not fade away as soon as the mobile unit moves out of their sight. It has to be borne in mind that artisans can neither be trained up nor initiated in modern smithy technique by a fortnight's or a month's visit, demonstration or training in a locality by a mobile unit. Probably, the mobile unit will have to visit the locality a number of times before the ball starts rolling. In this way, a mobile unit will have to cover repeatedly a chain of demonstration and training centres in a certain period. This flexibility in movement of the mobile unit will be a great advantage in effecting training to artisans economically without disturbing their present occupation for livelihood.

4. Both demonstration and training will have to be pre-planned in such a way that the two go hand in hand being supplementary to each other. Though demonstration of machines will be given from the very start but the starting point of training will be the use of improved hand tools so that the artisans may get gradually acclimatised to the new ideas easily and at the same time they become mechanically minded also.

5. Modernisation of blacksmithy technique will necessarily create a new problem in the trade due to increased productivity. So, long, the activity of the blacksmiths was limited within the few articles of meagre local needs, which may not be sufficient to feed properly the productive efficiency of modern blacksmiths. So the blacksmiths will have to take up standard production lines of wider demand to feed their machines. The training programme will have to be drawn up keeping this important point in view. Manufacture of such items as agricultural and garden implements, hand tools, building fittings etc. will have to be taken into consideration in the course of training.

6. On the lines suggested above, the equipments of the mobile unit is discussed here below. In the first instance, these mobile units will be working in areas where electricity is available. Under this scheme immediate attention is to be focussed on the reorganisation of blacksmithy trade in electrified areas only. The mobile blacksmithy units are to give timely impetus to the blacksmiths to make the best use of electricity available at their doors in order to better their earnings, stabilise the trade and upgrade the standard of living. The equipments may be housed in a trailor or if possible in a composite van on a diesel truck. The equipments will consist of—(1) movable hearth, (2) all hand tools (3) Anvils (4) Swage blocks (5) Small power hammer (6) Electrical welding set (7) Drill machine (8) Hacksaw machine and (9) spindle grinder. If possible a small 4′-lathe also can be added to the equipments with advantage. A small switch board will be fitted in the van which will be connected with power mains. Alternatively, it may be planned to generate electricity by a generator to be driven by the truck engine. Next important question is whether the mechanical hammer will work while on the van or it will be made transportable to fix it on solid ground before working in order to obviate the effects of sharp impacts on the chasiss. If the power hammer is to be made transportable then suitable equipments for lifting, transport, erection and temporary housing is to be thought of. All these details are being worked out separately and will be supplied as supplementary to this scheme as soon as they are ready.

7. A closely approximate expenditure of non-recurring and recurring cost is given below.

Non-recurring

	Rs.
Cost of Dieselt truck chasiss and built-up body to suit the purpose .	40,000
Cost of machines and equipments (see Appendix A & B) . . .	20,000
TOTAL . . .	60,000

Recurring : per year.

One highly skilled demonstrator-*cum*-instructor @ Rs. 250/- per month	3,000
One skilled senior smith @ Rs. 150/- per month	1,800
Two strikers @ Rs. 80/- each per month	1,920
One—Drivcr-*cum*-mechanic @ Rs. 120/- per month	1,440
One—Cleaner-*cum*-helper. @ Rs. 60/- per month	720
Raw material "& Stcrcs. L.S.	1,800
Diesel oil, Lubrciating oil etc. L. S.	2,400
Garage rent and repairs	3,800
TOTAL	15,680

	Rs.
Contingencies @ 10%	1,568
TOTAL . . .	17,248
Add for printing of instruction sheets and booklets, finished models etc	5,752
TOTAL . . .	23,000

Hence total finance involved is :

Non-recurring	60,000
Recurring	23,000
TOTAL . . .	83,000

8. It should be clearly understood that this mobile unit can never work as profit earning production Centre. As such no return should be normally expected against output. This scheme indicates the outline of a possible working scheme. A general layout arrangement of machineries on van floor will, also, be supplied with the supplementary portion of this scheme which will deal with the working details of this scheme.

B. B. ROY,
Deputy Development Officer

MOBILE BLACKSMITHY SCHEME

APPENDIX—A.

List of machines

		Rs.
1.	One—Portable forge (hand driven)	125
2.	One—Mechanical hammer fitted with motor	4000
3.	One—Pillar Drill capacity 3/4"	500
4.	One—Grinder fitted with motor	500
5.	One—Power hacksaw fitted with motor	500
6.	One—Electrical welding set	3,500
7.	One—4′ Lathe	3,000
	TOTAL . . .	12,125
	Electricals, fittings and erection on the Van in position L.S. . . .	3,875
	TOTAL . . .	16,000

Extra amount of Rs. 1000/- to be provided for furniture.

APPENDIX—B.

Tools:

1. Anvil with C.I. pedastal.
2. Swage Block on base.
3. M.S. cooling trough.
4. Brass rule 24″.
5. Callipers 8″ outside and inside.
6. Wing compass 8″.
7. Smiths square 18″ × 12″.
8. Tongs, Hollow bit.
9. Tongs, flat.
10. Tongs, pincers.
11. Cold set chiesel.
12. Hot set chiesel.
13. Flatter 2½″ Sqr.
14. Fuller, round face.
15. Swage top and bottom different sizes.
16. Round Punch.
17. Centre punch.
18. Hammers 1½ lbs.
19. Hammers 2½ lbs.
20. Sledge hammer 7 lbs.
21. Leg vice.
22. Miscellaneous.

A lump sum provision of Rs. 3,000 may be made for the above tools.

OFFICE OF THE DEVELOPMENT COMMISSIONER. (SMALL SCALE INDUSTRIES)
MINISTRY OF COMMERCE AND INDUSTRY.

"Draft scheme for mobile carpentry shop".

The simplest mobile workshop consists of a tool box and your own two feet. This combination offers the least expensive way to do business and many thousands of mechanics have operated on this system. Obviously the nature and extent of work that can be tackled by such a roving mechanic is very limited being confined to minor repairs and adjustments. From earlier times in countries like ours it is a common sight to watch the knife grinder, lock repairer and a tin-smith going round the streets in towns and cities doing job works on road corners. In villages where certain class of artisans and skilled workmen are not available a good artisan from a bigger village goes round the small satellite villages repairing the agricultural implements and other household articles. He is a live wire, who goes round to various places, comes back three or four times a year to his headquarters and works up a good business in repairs and replacements. He owes his success to the fact that he knows his opportunity to cater to the needs and requirements of the Village resources.

2. The scientists of today are ceaselessly toiling to invent new machines for introducing new techniques and processes which will enable the amenities of life to reach the man in the remotest corner of the world. Improved tools and mechanical contrivances are being devised for the procurement of necessities of life. Modern tools and machines not only expedite the work and ensure good quality but also save wastage in human labour and raw materials. The mobile workshops, with their modern electric-driven machines and equipment, as envisaged, are sure to attract the attention of the old-type workers in the villages and the methods demonstrated would induce them to adopt the same for themselves in their own village worksheds. They will also prove commercially remunerative as even the villagers will be quick to appreciate the better and quicker way of getting their work done.

3. The main purpose of the present scheme for mobile carpentry shop is not to undertake large scale production work nor to give extensive training to artisans but to give demonstrations of the modern machines, improved tools, the use of electric driven machinery and to attract the village artisans to the improved methods of production and techniques evolved. As the actual job work of repairs or replacements is only incidental and the demonstration of the machines and their working processes to individual artisan nearer to his own doorstep is the main objective, a mobile workshop is an ideal solution. As the Government is making a determined effort to popularise the use of improved tools and electric driven machines and to introduce improved designs and techniques, undoubtedly, this demonstration mobile unit would serve a very useful purpose reaching a great number of artisans within a short time.

4. Such a travelling demonstration shop would naturally have simple equipment mounted on a truck generally with a power take-off so arranged that the engine of the truck coupled with the generator provides such power as is required or by a separate generating unit as available for operating the machinery and equipment. At

present such travelling shops are not in vogue but there seems to be a definite field for them, particularly in rural communities which do not have power facilities for repairs and general service and where local artisans cannot afford to leave their homes for training at stationary training-*cum*-demonstration centres away from their hamlets. Later on, if these demonstration mobile vans become popular, it will open up a new line for small businessmen who could rig up their own trucks with suitable equipment and make regular rounds of areas they cover which may be a whole district or even a large territory when it becomes a habit with people in the area to await the periodical arrival of the mobile workshop for their repair and maintenance jobs.

5. In the selection of machines as found in Appendix 'A' every attempt has been made to equip the mobile unit with a minimum set of small electric driven machines and improved wood working tools to enable the village artisans to have complete working demonstrations. All the machines proposed are driven by individual motors with push button starters in order to reduce the floor space, to minimise the danger of accidents and to add to the general tidiness. By this method, speeds of machines are better controlled and the breakdown of one motor does not lead to a general stoppage of the whole plant. In the layout of the equipment of the mobile unit care has been taken for the compactness and safety. The body of the van is so designed that the sides and the back of the van could be easily unbolted, opened and so supported that lower portion could serve the purpose of extra floor space all round say about 2½' and upper portion raised and kept slanting with supports to serve the purpose of cover for sun shade and protection from rain. Such an opening method would ensure good lighting and ventilation. Due to the limited floor space available on the van it may not be possible to give demonstration to more than four of the village carpenters at a time.

6. A rough estimated cost of running such a model mobile carpentry shop is given below:—

-recurring.

	Rupees
Cost of diesel truck chasis including the cost of special built-up body for the mobile van.	30,000
Cost of machinery, equipment and generator including erection and wiring etc. (for details see Appendix 'A').	15,000
Total non-recurring expenditure	45,000
Recurring.	
One wood working mechanist-*cum*-demonstrator at Rs. 150/- to 200/- per month	1,800
One skilled craftman (senior carpenter) at Rs. 120/- p.m.	1,440
One unskilled craftsman (junior carpenter) at Rs. 80/- p.m.	960
One driver-*cun*-mechanic at Rs. 120/- p.m.	1,440
One cleaner-*cum*-watchman at Rs. 60/- p.m.	720
Raw material required at Rs. 150/- p.m.	1,800
Diesel oil, lubricating oil etc. at Rs. 200/- p.m.	2,400
Rent of Garage etc.	1,200
Contingencies, including casual repairs & replacements per year	2,000
Special allowances to staff etc.	1,200
Total recurring expenditure.	14,960
Say	15,000
Total recurring an non-reucrring expenditure	60,000

7. Village carpenters after seeing the wood working processes on electric driven machines will definitely be encouraged to equip their village worksheds with similar modern labour saving devices. The methods and the techniques they learn from such mobile demonstration workshops would also help them in improving their age-old methods passed on from ages from father to son. Enthusiastic artisans who would pick up the improved processes and learn to use the machines may be encouraged by giving loans from the State Aid to Industries Act or by any special provision of the State or Central Government to equip the village homes with such identical machines. Each one of these artisans' rural worksheds, when equipped with these improved tools, will become nucleus workshops in their villages. As the trained carpenters would be acquainted with the improved process of manufacture and improved designs, the other carpenters would copy them and try to learn from them. Thus these nucleus workshops in the villages would ultimately become the source for spreading the improved practical knowledge to the carpenters of other adjoining villages.

8. It is of course not intended that the mobile workshops should earn large profits but at the same time with the equipment and technical personnel provided on them, these mobile workshops should be able to meet the recurring expenditure, *i.e.*, raw material, oil consumption, depreciation and other contingencies etc. to the maximum extent possible.

P. NARASIAH,

Deputy Development Officer

APPENDIX 'A'

Equipment for Mobile Carpentry Shop

No.	Particulars	Specification	H.P. required	Type of work done	Nos. required.	Price approx.
						Rs.
M1.	Band saw with stand	ATLAS (USA) make. Model No. 912 Ball Bearing Band Saw Machine or any similar make to conform to the following specifications : Depth of cut . 6″ Size of table . . . 14″ × 14″ Driven by D. C. motor at 220 volts.	½	Cutting planks, big sections and circular shapes etc.	1	1,000
M2.	Tilting Arbor circular saw	Skil-Saw (USA) make. Model 87 or any similar make to conform to the following specifications : Depth of cut . . . 2—7/8″ Speed . . . . 3300 RPM Driven by D.C. motor at 220 volts.	½	Cutting smaller section, Rebating, Growing and Housing etc.	1	750
M3.	Thickness Planner	Craftsman thickness planner (USA) make or any similar make to conform to the following specifications : Planning width . . 6″ Thickness of feeding plank . 2″ Driven by CDC motor at 220 volts.	¾	Thicknessing, widthing and tapering etc.	1	1,000
M4.	Pillar Drilling Machine	Any Indian make. . . . . Capacity—1″ in diameter in wood Driven by D.C. motor at 220 volts.	¼	Drilling and boring .	1	850
M5.	Wood Turning Lathe	Shop Master Wood Turning Lathe with centres and tool rest, face plate and pullies, (USA) make, or any similar make to conform to the following specifications : Bed length . . . 3″ Swing . . . . 4″ Driven by D.C. motor at 220 volts.	1/3	Turning jobs. . . .	1	750

M6.	Electric Disk Sander	ATLAS (USA) make. No. 501C Ball Bearing Disc sander or any similar make to conform to the following specifications : Diameter of disc. . . 10″	1/3	Sanding operations. . .	1	750
M7.	Bench Electric Grinder .	Indian make. . . . . Speed 2,850 RPM. Size of wheel 7″×¾″×5/8″ bore.	1/3	Tool grinding . .	1	300
M8.	Spray Painting Equipment	(English or any other make). . . . . . Capacity of air compressor 3½ cf per minute.	1/2	Spray painting . . .	1	700
	Carpenter's Work Bench 3′×5′ with four Vices and one Clamp 4′				1	250
	Carpenter's hand Tools as per Appendix 'B'. .	Complete set of hand saws, planes, routers, chisels, scrapers, oil stones, boring tools, marking out and testing tools. Nailing, screwing, sawing and planning appliances (As per Appendix 'B').			2 sets	900
	D.C. Generating set 6·25 KVA.					7,000
	Erection and Wiring and Miscellaneous Charges.					750
				Total		15,000

APPENDIX 'B'.

Set of hand tools

1 ratchet screw driver with bits.
1 carpenter's claw hammer.
1 breast drill with bits.
1 marking gage.
1 set centre punches.
1 set nail sets.
1 set countersinks.
3 steel hand scrapers.
1 spirit level, 12".
1 diamond glass cutter.
1 smoothing plane.
1 block plane.
1 jointer plane.
1 router plane.
1 expansive bit, with cutters.
1 glue pot, electric.
1 set end 'S' wrenches.
1 try square.
1 carpenter's steel square.
1 12" back saw.
1 cross-cut hand saw.
1 set cold chisels.
1 hacksaw frame.
1 monkey wrench.
1 carpenter's rule.
1 'C' clamp, 8".
1 set auger bits.
1 paid tin snips.
1 oil stone, fine.
1 oil stone, medium.
1 set wood chisels.
1 set (3) hand files.
1 set (2) wood rasps.
1 outside callipers, 8".
1 inside callipers, 8".
1 combination dividers, 8".
1 bench punch.
1 belt punch.
1 set turning gages.
1 set turning chisels.
1 set parting tools.
1 set (3) screw drivers
1 set hand saw blades.
1 band saw brazing set.
1 pair side-cutting pliers.

Draft Scheme for the development of the Sports Goods Industry

Sports Goods Industry has developed in India during the post-war years. Before the political division of the Indian sub-continent in August 1947, the entire Sports Goods Industry was located at Sialkot, now in West Pakistan. After the partition a number of sports goods manufacturers migrated to this part of the country, leaving behind all their assets including well-equipped factories, a large number of skilled workers (who were mostly Muslims), vast resources of raw materials, well-established business relationship, etc. These Industrialists, due to their indomitable energy and keen interest in the development of sports goods industry, settled down at Meerut, Jullundur, Delhi, Calcutta, Bombay, etc. They trained up new groups of workers, set up new factories and equipped them with tools and machines; found out new sources of supply of raw materials; established new relationship of trade and business and showed encouraging results in their progress in the course of the last seven years.

2. The table below will show the approximate position of the industry in this country:

Name of the State	Important Centres of location	No. of units mfg. sports goods	No of workers employed in this industry	Value of annual output	Remarks
Punjab . . .	Jullundur, Batala, Amritsar.	83	1,129	29,17,800	
U. P. . . .	Meerut, Agra, Lucknow & Allahabad.	59	2,000	45,00,000	
Delhi . . .	Delhi . . .	11	148	5,57,000	
W. Bengal . .	Calcutta . .	6	114	1,23,704	
Bombay. . .	Bombay. . .	6	271	6,65,549	
Madras . . .	Madras . . .	4	17	75,000	
PEPSU . .	Kapurthalla . .	1	4	5,500	
Jammu & Kashmir .	Jammu . . .	1	106	2,27,000	
Bhopal . . .	Bhopal . . .	1	6	12,000	
Total .		172	3,795	90,83,553	

The above table has been compiled on the basis of information received from the State Directors of Industries during the year 1952-53. It is, however, estimated that the total production of sports goods and the number of workers employed has since been increased by 25 per cent. According to latest information the number of sports goods manufacturing units has increased from 11 to 32 in the State of Delhi.

3. There is scope for further expansion of this industry in the country. There are at present 25·982 million students in our schools, colleges and universities and if everyone of them consumes one rupee

worth of sports goods per year, there will be need of sports goods worth rupees 2,59,82,000 whereas the present output of sports goods is worth little over a crore of rupees. In order to maintain sound health and keep one's mind and body fit and active, it is vitally important for every man and woman between the age of 5 years and 35 years to take part in some kind of sport or game every day. According to the Census Report of 1951, nearly 206·5 million people fall within this age group and if each one of them consumes even rupee one worth of sports goods per year, the total requirements of sports goods will be increased by nearly 20 times, creating an additional employment for nearly a lack of workers. There is also a possibility for expansion of market for Indian sports goods in overseas countries, which figures less than Rs. 10 lakhs in the year 1954, compared with Rs. 60 lakhs from Pakistan in the same year.

4. Excepting a few items almost all varieties of raw materials required for this industry are also available in plenty in all parts of the country and an ordinary labourer after a few months' of training is capable of producing sports goods. The aim of the scheme is to develop sports goods industry in different parts of the country and to create employment for thousands of people. This trade is quite suitable for both men and women as the processes involved are very easy to learn and simple in operation. At present, there is a great shortage of playgrounds in cities, towns and villages. Most of the educational institutions cannot provide enough facilities for even ten or fifteen per cent. of their students to take part in any game for want of playgrounds, sports requisites etc.

5. It is, however, observed that the Ministry of Health has already noticed this problem and has given grants to the National Sports Club to implement certain specific schemes for increasing sports activities throughout the country. They have also given some grants for construction of stadia, play grounds etc.

6. The Community Projects Administration and the National Extension Service have also included the expansion of sporting activities among village people in their programme of work. It is, therefore, hoped that with the increase of these activities, the demand for sports goods will surely increase and the expanding sports goods industry will not find much difficulty in selling their products in home market.

7. Almost all varieties of sports goods are at present retailed at a very high rate when compared with their cost of production due to the existence of a number of middlemen between the manufacturers and consumers. If the production activities increase in different parts of the country, it will be easy for the consumers to get their requirements of sports goods direct from the manufacturers at reasonable rates.

8. Under the present scheme, it is proposed to set up groups of small scale units around Central Workshops for the manufacture of sports goods. The small units will be provided with built up accommodation for their workshop and residence, either on hire purchase basis or on rent. Provision will also be made for supply of electric power and water at reasonable rates. If required, they will be given loan for their working capital also. The Central Workshop will

undertake the following activities for the benefit of the individual units located around it:—

(a) The Central Workshop will be equipped with machines and tools shown in para 19 for taking up the operations shown there.

(b) Qualified technical persons will be attached to the Central Workshop to guide the units in the improvement of technique of production and also in the improvement of quality of products.

(c) The Central Workshop will undertake purchases of raw materials in bulk for distribution among individual units at an economic rate.

(d) It will study marketing problems and disseminate the information for the benefit of individual units.

(e) The Central Workshop will also help the individual units in the procurement of orders and guide them in its proper execution.

(f) It will also undertake training of workers and introduce 'Quality Marking Scheme'.

(g) It will create interest among the individual units to form themselves into co-operatives.

9. In this way the Central Workshop will undertake the task of all-round development of the units that are connected with it. At present the difficulty is that the units are not in a position to take up all these works economically and the progress is not as rapid as it should be. If the Central Workshop takes all these works, the individual units will be able to devote all their energy and utilize all their finance for production alone and it is hoped that in a short span of time, the industry will show good progress in all respects.

10. In certain States like Delhi, where the individual units are scattered in different parts of the city, attempts can be made to provide them with accommodation in a separate area and set up a Central Workshop for them. In Jullundur the industry is already concentrated at Basti Nau and Sports Town and in Meerut it is concentrated at Suraj Kund and Victoria Garden Colony where Central Workshops can be set up. In states where the units are scattered they will have to be mobilised in a separate colony before setting up Central Workshop. In other states where the industry does not exist at present, arrangements may have to be made to impart training to workers through the Central Workshop. The workers after receiving training will start their work independently in the accommodation provided around the Central Workshop. They will be given loans for working capital if required. The first batch of trainees will complete the theoretical part of their training in 6 months and during the next 6 months, they will work at the Central Workshop as apprentices under the supervision of technical officers attached to it. By the end of the first year, accommodation for industrial units will be provided around the Central Workshop so that the trained workers can shift themselves to these units to work independently and make room for a new batch of trainees.

11. For the purpose of training, the sports goods trade may be divided into the following groups:—

(1) Manufacture of Cricket & Hockey balls.
(2) Manufacture of Hockey Sticks & Cricket bats.
(3) Manufacture of Tennis, Badminton and Squash Rackets.
(4) Manufacture of Football, Volley Ball, Basket Balls, Rugby balls, Base ball.
(5) Manufacture of Shuttle Cocks.
(6) Manufacture of sporting footwear.
(7) Manufacture of sporting dresses and woven textiles, nets etc.
(8) Manufacture of Carom Board, Chess Board, Bridge Table, Ping Pong Table, etc.
(9) Manufacture of Chest Expanders, Dumbells, Barbells etc.
(10) Manufacture of different types of toys. (A list of sports goods manufactured in India is placed at Appendix 'A').

12. Before selecting any one of these groups of sports goods for training, it will be desirable to consider carefully the possibility of easy supply of raw materials and demand for finished goods in the local market etc.

Accommodation for the Individual Unit:

13. Requirements for space will vary according to the size of the units and the number of workers employed in different units. It is, however, assessed that a small unit employing 10—15 workers can be accommodated in a covered floor area of 820 sq. feet. Nearly ⅔rd of this accommodation, may be utilized for the workshop, store, office etc., and the remaining ⅓rd for residential purpose. If desired by the industrialist the entire accommodation can also be utilized for Workshop.

Accommodation for Central Workshop:

14. The Central Workshop will require a covered area of nearly 5,000 sq. ft., providing accommodation for:—

(1) A Saw Mill.
(2) A Store for raw materials.
(3) A Bending Machine Shop for Tennis, Badminton and Squash Rackets.
(4) A Bending Machine Shop for Hockey Sticks.
(5) A Wood steaming and boiling shop.
(6) A leather curing, washing and dyeing shop.
(7) A smithy shop.
(8) Class Rooms for trainees.
(9) Office etc.

15. The Central Workshop should be located in the centre of the colony so that none of the units is far off from the Central Workshop.

The Central Workshop may be equipped with the machines and tools shown in para. 19.

16. It is, however, suggested that the provision of space in the individual factory as well as in the Central Workshop and their layout construction etc. could be entrusted to a committee consisting of (a) local Government authorities (b) Industrialists and (c) architects etc. to decide the matter after careful consideration of all aspects relating to the type of sports goods selected for development. This committee could also decide the various types of tool machines and equipments that are to be installed at the Central Workshop and also the technical and non-technical officers that are to be appointed to run the Central show. Here an attempt has been made to show the type of accommodation, tools and equipment and technical persons that are required to run an industrial group manufacturing all sorts of sports goods. Modifications may be made to suit local conditions and the particular goods that are intended to be manufactured.

17. The following posts are suggested for the Central Workshop:

Sl. No.	Particulars of post	No. of posts	Scale of pay Rs.	Total monthly pay Rs.
1.	Supdt. of Workshop	1	325—590	325
2.	Chargeman Saw Mill	1	200—300	200
3.	Saw Mill Operators	3	125—250	375
4.	Coolies for Saw Mill and other shops	4	60—90	240
5.	Store Keeper for handling materials etc.	1	160—330	160
6.	Accountant	1	160—330	160
7.	Marketing Assistant for market survey and procurement of raw material etc.	1	160—330	160
8.	Sports Goods Instructor (Leather)	1	160—330	160
9.	Sports Goods Instructor (Wood work)	1	160—330	160
10.	Clerk	1	55—130	55
11.	Chowkidar	3	30—35	90
12.	Peons	2	30—35	60

	Rs.
Total monthly pay for the staff	2,145
Approximate D. A. per month	850
Total expenditure on pay and D. A. per month	2,995
Total expenditure on pay and D.A. per year	35,940
or say	36,000

18. It may be observed here that only 2 posts against S. Nos. 8 & 9 have been provided for training. In case the number of trainees is more than 40 at a time or the items of sports goods selected for training falls under more than 2 groups, more posts of instructors will have to be provided for training.

19. The following is a comprehensive list of mechanics and tools that could be installed at the Central Workshop for common use of the individual units, with their approximate market price:—

Sl. No.	Specifications	Approximate	No. required	Total value
		Rs.		Rs.
1	One band saw with 36″ diameter of the saw wheel & 45″×45″ table & complete with A. C. Motor 10 H.P.	2,300 (D. C. Motor will cost Rs. 700 more).	1	2,300
2	One circular saw with 36″ blade and 10 H.P. Motor	4,000	1	4,000
3	Circular saw with 12″ blade complete with motor	1,000	1	1,000
4	Timber boiling furnace and vat (tenchi) size 7′×2′×2′ high	400 each set	4	1,600
5	Hand Press for bending wooden stalk for the manufacture of hockey blades . . .	1,500	2	3,000
6	Clamps for bending wooden stalk for the manufacture of hockey blades	16	72	1,152
7	Hand Press for bending laminated wooden stalk for manufacture of Tennis Rackets . .	1,200	1	1,200
8	Hand Press for bending single ply wooden stalk for manufacture of badminton and squash rackets	1,000	1	1,000
9	Hand Press for bending laminated wooden stalk for manufacture of badminton and squash rackets	1,000	1	1,000
10	Hand Press for bending single ply wooden stalk for manufacture of Badminton and squash rackets	600	1	600
11	Hand Press for Cricket bats surface hardening (round face)	500	1	500
12	Hand Press Cricket bats surface hardening (flat face)	500	1	500
13	½ H. P. wood turning lathe complete with motor etc.	1,000	3	3,000
14	Complete spray painting machine with two guns each	600	2	1,200
	For Smithy Shop:			
1	Anvils	90	2	180
2	Complete furnace with blower . . .	200	1	200
3	Leg Vice 4″.	100	1	100
4	Vice (Table) heavy.	50	1	50
5	1 H. P. complete grinder with motor . .	200	1	200
6	Steel turning lathe complete with motors size 4′—6″	2,500	1	2,500
7	Small Drill complete with motor capcity 1″ .	800	1	800
8	Hand Tools	50	6 sets	300

1	2	3	4	5
	For Leather Working Shop :	Rs.		Rs.
1	Wooden tube 2′ height 3″ diameter	15 (each)	24	360
2	Small Compressor with motor and a tank for inflating foot balls for testing	500	1	500
	For Training Class :			
1	Vice Bench for the use of trainees	100	20	2,000
2	Small tools for trainees	25 per set	40 sets	1,000
	For Storage of Raw Material :			
1	Furniture for office and class rooms	2,000	..	2,000
	For Office :			
	Furniture, Typewriter etc.	4,000	..	4,000
	Total value of machines tools, furniture etc. required for the Central Workshop			36,242

20. An estimate of expenditure for running the Central Workshop for one year is given below. This estimate is, however, subject to modifications according to local conditions, volume of work undertaken by the Workshop, fluctuation in the rate of machines and tools etc.

Non-Recurring Expenditure :	Rs.
(1) Cost of tools & machinery as shown in the list [at para] 19	36,242
(2) Land including development charges 2 acres @ Rs. 20,000 per acre ?	40,000
(3) Cost of building for a covered area of 21,400 sq. ft. required for the Central Workshop and 20 indivdual units @ Rs. 10 per sq. ft.	2,14,000
(4) Installation charges of machinery @ 10% of the cost of machinery & tools	3,624
Total of non-recurring expenditure	2,93,866
Recurring Expenditure :	
Monthly pay for the staff	2,145
Monthly D. A. for the staff	850
Monthly T. A. for the staff	200
Monthly stationery, postage, electricity, water, etc.	200
Depreciation charges for machinery 10% of the cost (3624)/(12) per month	302
Stipend for 40 trainees Rs. 25 per head per month. (It is proposed to train up 40 students in the year)	1,000
Raw material required for trainees @ Rs. 8 per head per month	320
	5,017
Total recurring expenditure p. m.	5,000
Total recurring expenditure for the year	60,000
Working Capital for purchase of raw materials (This amount will be needed when individual units will start work and require supply of raw material from the Central Workshop)	72,000
Total recurring expenditure per year	1,32,000
Total non-recurring expenditure	2,93,866
GRAND TOTAL	4,25,866

(During the 2nd year an additional amount may be required for giving loans to individual units).

21. The individual units will either pay rent for the accommodation that they will occupy or purchase the building on hire purchase basis. In the above estimate, a sum of Rs. 60,000 only has been shown against recurring expenditure, a large portion of which will be in the form of expenditure on training. The balance of recurring expenditure is expected to be recovered by the Central Workshop by the sale of raw materials to individual units after processing. It will be observed that although individual units require the tools and equipments and the technical personnel provided for the Central Workshop, very few of them can invest funds required for this purpose. It will also be observed that the individual units cannot use these machines and tools to full capacity.

It is not, therefore, economically sound for the individual units to spend money over all these tools, equipments and technical personnel, even if they can afford to do so. Although the scheme involves a large amount of recurring and non-recurring expenditure, but considering its multifarious objectives such as training of workers, providing accommodation for individual unit for their workshop and residence of proprietors, procurement of raw material and processing them, helping the units in the marketing of finished products, it is felt necessary to spend this amount for development of this industry.

22. To start with, the entire expenditure is expected to be supplied by the Government as grants and loans. A substantial portion of this amount could be realized in the shape of rents and fees charged from the individual units on works done by the Central Workshop or for accommodation let out to the individual units. The Central Workshop can also make some profit by purchasing raw materials in bulk and selling them to the individual units on a reasonable profit. If the Central Workshop can procure orders and pass them on to the individual units for execution, it will also bring an additional income to the Central Workshop. If the capacity of the Saw Mill remains surplus after meeting the requirement of the sports goods units, the Central Workshop may also add something to its income by undertaking job work for the wood-working and furniture manufacturing units in the local town or city. Considering all these sources of possible income it is hoped that in the long run, the Central Workshop will be able to meet its recurring expenditure (less expenditure on training of workers) from its income. If the amount thus realised is more than what is required to meet the recurring expenditure of the Central Workshop, the surplus amount may be allowed to accumulate as its reserve fund. Some amount may also be realised from individual units as their subscription towards the share of the Central Workshop so that, in course of time the Central Workshop may be owned and run by an organization—Co-operative or Joint Stock—formed by the individual units attached to the Central Workshop. A specific account on the profit and loss of the Central Workshop cannot be given at this stage as the amount of income of the Central Workshop will depend upon the number of individual units attached to it, their volume of output, extent of services the Central Workshop will undertake for the benefit of individual units etc.

R. L. Biswas,
Assistant Development Officer
11-3-55.

No. DC/DDOM/32(9)/55

GOVERNMENT OF INDIA

OFFICE OF THE DEVELOPMENT COMMISSIONER SMALL SCALE INDUSTRIES, SHAHJEHAN ROAD (MINISTRY OF COMMERCE & INDUSTRY)

New Delhi, May 1955.

To

SUBJECT.—*Draft Scheme for a Model Footwear Unit*

DEAR SIR,

Kindly refer to para 9(ii) of the minutes of the meeting of the Small Scale Industries Board held on the 5th/6th January 1955, a copy of which was sent to you under our letter No. DC/DOR/14/55, dated the 4th February 1955. A draft scheme for a Model Footwear Unit has now been prepared and is enclosed herewith for your information. The Model Scheme may be helpful in the preparation of your footwear scheme for the year 1955-56, with such modifications as you may deem fit.

Yours faithfully,

K. V. S. MURTHI,

Dy. Development Officer (SSI).

A Draft Model Production-*cum*-Training Unit for the Manufacture of Western Type Leather Footwear

1. Manufacture of footwear is a widely dispersed industry found throughout the length and breadth of the country. The cottage and small units are responsible for 11·5 million pairs out of the total estimated demand of 15 million pairs of the Western type footwear consumed in the country. There has been an increasing interest shown by general public in the rural areas to change over from the habit of wearing indigenous type of footwear to Western type of footwear. Most of the footwear produced are made on cottage basis using crude tools and implements. The design and shape has a large scope for improvement. Very often the cottage workers produce particular types of footwear they like to produce rather than producing what the consumer wants. The shoe makers have also to compete with modern technical methods of production employed by larger units.

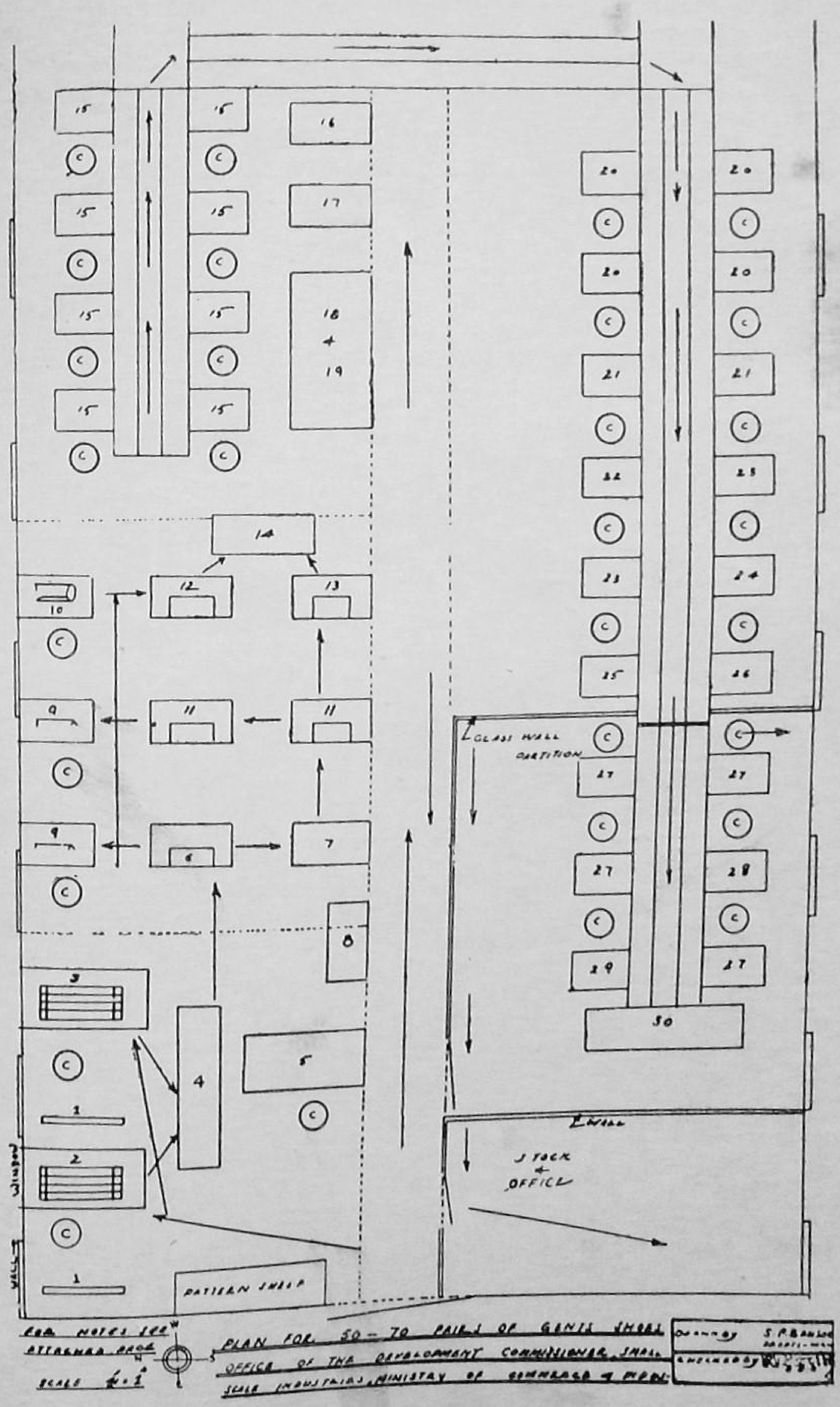
2. In order to remove the general handicaps suffered by cottage workers, to teach and demonstrate the manufacture of footwear on modern line, estimates for a Model Unit having a capacity to manufacture 50 to 70 pairs of Western type leather footwear a day are worked out in the following paragraphs:—

3. It is very essential to locate the Model Unit at a place where there is a large concentration of village shoe makers. The unit would also serve as an effective demonstration centre having improved technique in the manufacture of shoes. A dozen shoe makers at a time from the nearby villages may be entertained in the unit as apprentices for a period of six months. A footwear instructor is provided under the scheme, so that the apprentices could be taught modern foot anatomy and methods of manufacturing shoes. Provision of a designer has been made so that newer and uptodate patterns could be designed and executed. After the training is over, efforts should be made to form the village shoe makers into cooperative societies. Such societies may be helped with necessary financial assistance as loans and the manually operated machines may be given on a subsidised scale or loaned on instalment basis.

4. In order to convert the traditional shoe makers more machine-minded, the Model Unit would have a number of hand-operated machines. Hand-operated machinery, since they are not costly and could be easily fabricated in the country, could thus be introduced in the villages once the advantages are brought home to the village shoe makers.

5. The success of the production centre depends on its efficient marketing ability. The centre should plan its production in such a way that the footwear manufactured could be sold as early as possible. After working the centre for four or five years, it may be handed over to the workers, after forming them into a cooperative society. The centre may have to be subsidised in the beginning to the extent of recurring expenditure.

6. The plan for the unit has been so laid down as to avoid unnecessary transportation within the works. All the workers would



GLASS WALL PARTITION
WALL
STOCK + OFFICE
PATTERN SHOP
FOR NOTES SEE ATTACHED PAGE
PLAN FOR 50 – 70 PAIRS OF GENTS SHOES
OFFICE OF THE DEVELOPMENT COMMISSIONER, SMALL SCALE INDUSTRIES, MINISTRY OF COMMERCE
DRAWN BY
CHECKED BY

be working on benches and care has been taken for affording sufficient amount of light and dust free room wherever necessary.

7. The details that follow are only rough estimates and it would be necessary to modify the figures wherever necessary, depending upon local conditions. The space for the factory only represents the built up area and a larger land would be required to accommodate the model unit.

	Rs.	
NON-RECURRING EXPENDITURE		
I. **Land (2:000 ft.) and buildings**	20,000	
II. **Machinery :**		
(a) *For Bottom Making*		
(i) Leather Rolling machine	1	All manual operated. Approximate cost Rs. 8,500.
(ii) Leather Splitting machine	1	
(iii) Leather Skiving machine	1	
(iv) Leather Channelling machine	1	
(b) *Upper Making*		
(i) Sewing machine	3	
(ii) Punching machine	1	
(iii) Eyeletting machine	1	
(c) *Making Room*		
(i) Heel attaching machine	1	
(d) *Finishing Room*		
Finishing Unit (Treadle Operation)	1	

Punching and Eyeletting machines are available from M/s The British United Shoe Machinery Company Ltd., Union Works, Leicester, England, and others except sewing machines from Whitefield Hodgsons and Brungh Ltd., Kettering (U.K.) from whom an uptodate quotation must be obtained. Sewing machines may be obtained either from 'SINGER' OR 'PFAFF'.

III. **Tools and Implements ;**

150 pairs good quality imported lasts of various sizes ;	3,750
Various tools and implements @ 25 per 50 sets ;	2,150
TOTAL	33,500

RECURRING EXPENDITURE

IV. **Pay of Staff**

42 workers inclusive of 5 supervisors @ Rs. 3/- per day for 25 days a month	3,150
Manager	350 P.M.
Instructor	200 ,,
Accountant	150 ,,
Clerk	90 ,,
Chowkidar	60 ,,
Stipends @ Rs. 30 per trainee for 12 trainees	360 ,,
	4,360 ,,

Cost and Retail price of a pair of shoe based on a production of 60 pairs/day

	Rs.	A.	P.
Upper leather 2 ft.	3	0	0
Sole leather 2 lbs.	4	0	0
Lining	2	0	0
Shoe grindery, chemcials etc.	1	0	0
Wages	2	2	0
Overhead 5%	0	9	9
Profit @ 15%	1	15	0
Packing etc.	0	5	3
Whole sale price	15	0	0
Retail Price @ 25% discount	18	12	0

Number of workers required for an average production of 60 pairs of footwear a day

Cutters	2
Designer	1
Upper closers	3
Skiving	1
Cementing	1
Beading	2
Eyeletting	1
Clicking & Skiving bottom leather	2
Insole attaching, lasting & welting	8
Sole stitching	4
Sole trimming	2
Heel building	2
Heel trimming	1
Heel attaching	2
Finishers	5
Supervisors	5
TOTAL	42

Total Estimates :

Working capital calculated on three months requirement	62,718
Capital expenditure	33,500
TOTAL	96,218

K. V. S. MURTHI,

Dy. Development Officer

EXPLANATORY NOTE

Movement of material.

C. *Seating for workmen*

1. Rack for leather.
2. Cutting table and board for upper leather only.
3. Cutting table and board for lining only.
4. Shelf for cutting meant for control.
5. Place for designer and Mistry.
6. Skiving.
7. Cementing.
8. Rack for cemented part.
9. Flat sewing machines.
10. Left Arm Sewing machine.
11. Beading.
12. Punching machine.
13. Eyeletting machine.
14. Control table.
15. Insole attaching lasting and welting.
16. Clicking by hand and Rolling machine.
17. Splitting machine.
18. Skiving machine.
19. Channelling machine.
20. Sole stitching.
21. Sole trimming.
22. Reserve place.
23. Heel building.
24. Heel Trimming.
25. Heel attaching machine.
26. Reserve place.
27. Finishing.
28. Finishing machine.
29. Reserve.
30. Control.

Item I (3)—Contents of the Programme with special reference to,—

(b) Cottage and Small Scale Industries.

(iii) STRENGTHENING OF INDUSTRIES STAFF AT THE STATE AND BLOCK HEADQUARTERS AND TRAINING ARRANGEMENTS FOR THE LATTER.

All the State Governments, with the exception of one or two, do not have adequate administrative machinery for the development of village and small-scale industries. In spite of the importance given to the programme of cottage industries, it is observed that there is no adequate agency to work the programme, either at State Headquarters, District or Sub-Divisional levels. In order to tackle the problem of development of village and small-scale industries, this Department should be adequately strengthened. The problem of development of village and small-scale industries, in fact, is more complicated than for instance agricultural development. To cope up with the requirements, it is felt that the Department of village and small-scale industries should be adequately strengthened, as is the case of the Department of Agriculture.

2. **Joint Director of Industries.**—This matter has been engaging the attention of the Ministry of Commerce and Industry and Community Projects Administration since long. Community Projects Administration, with the concurrence of the Ministry of Commerce and Industry had suggested the State Governments to appoint a Joint Director (Extension) and funds required for the purpose for a year was made available to State Governments in April, 1954. Majority of States have now agreed to appoint a Joint Director (Extension), and in a few States such an officer is already in position, but still two or three States have not yet created the post of Joint Director (Extension). The Ministry of Commerce and Industry is now intending to meet the expenditure towards the continuance of the appointment of Joint Director (Extension), after the one year period when the financial provision made available by the Community Projects Administration lapses. Besides, the Ministry of Commerce and Industry have also agreed to assist some of the States for financing the post of a Joint Director (Handloom).

3. **Extension Officer for Industries.**—There is no provision in the Community Projects programme for an Extension Officer (Village and Small Scale Industries) either at the Block level or the Project level, as it was expected that the Extension Officer (Cooperation and Panchayats) would attend to the work relating to cottage industries also. It is now proposed to appoint one Block Level Extension Officer (Cottage Industries) for all Community Projects and N.E.S. Blocks. It is also proposed that the Khadi and Village Industries Board would train about 500 such Block Level Officers in a year, the programme of training extending over ten years, thus training about 5,000 persons in total. It is also proposed that the Small Scale Industries Board would train during this one year 200 Block Level Extension Officers. The latter will work generally in areas where electricity is available, *i.e.* the areas where small scale industries board is thinking to start their work in the initial stages.

4. The points that deserve consideration . are.—(a) Immediate appointment of the Joint Director (Extension) in case such an officer has not been appointed. (The Ministry of Commerce and Industry would be prepared to recommend suitable candidates for the post, if required).

(b) State Governments should also examine the question of making provision for adequate staff for development of village and small scale industries, both at the district and sub-divisional levels in the context of the Second Five-Year Plan.

(c) The State Governments may take steps to create the posts of the Block Level Extension Officer (Cottage Industries) and recruit suitable persons for training by the Khadi and Village Industries Board and also by the Small Scale Industries Board.

(c) Cooperation

(i) Recommendations of the All-India Rural Credit Survey Committee.

The main considerations which have weighed with the Committee of Director of the All India Rural Credit Survey in putting forward their integrated scheme of co-operative development are the following:

(i) The Survey has shown the utter inadequacy of co-operative credit as it exists at present, providing only about 3.1 per cent. of the total borrowings of the cultivator. Even of the little that co-operatives provide, a mere fraction reaches the small and medium cultivators.

(ii) The initial help required for the purpose can only come from the State if it is to be of the requisite magnitude and of a type which will enable the co-operative organization to withstand the pressure of opposition of vested interests.

(iii) Such help has to be not merely administrative, but financial and technical, expressed in the readiness of the State to fill up the gaps in the requirements of share capital, technical assistance, personnel training and organization to such an extent that the operational strength of the cooperatives will be immediately and appreciably increased.

The main recommendation of the Committee, *viz.*, the integrated scheme of rural credit proposed is based on the three fundamental principles of; State partnership at different levels; full coordination between credit and other economic activities, especially marketing and processing; and administration through adequately trained and efficient personnel; responsive to the needs of the rural population.

It is necessary to work out a plan of action which will give the maximum results in the minimum of time. Efforts should be concentrated in areas where the chances of success are greatest because

of the additional facilities available. It is, therefore, proposed that special efforts should be made in areas covered by Community Projects and National Extension Service Blocks for the following reasons:—

(i) In every block of 100 villages the Block Development Officer will be able to enlist the support of the large staff that exists in those areas, particularly the Social Education Officer, the Block Extension Officer (Co-operation) and the ten Village Level Workers. In addition, there will be the staff of central banks and other cooperative institutions working there.

(ii) The scope for undertaking productive investment in these areas and obtaining good results from such investment is much greater. The extension staff will be able to help in introducing scientific methods of agriculture such as use of fertilizers, improved implements, proper crop rotation, etc., and in supervising the proper use of credit made available to the cultivator.

(iii) It is anticipated that by the better methods of agriculture and provision of adequate finance, the income of cultivators in these areas will increase and the scope for harnessing savings out of such increased income will be greater.

(iv) The coordinated programme undertaken in such a compact area will help in locating the difficulties that hamper progress and in finding their solution.

It is, therefore, proposed that co-operative departments in every State should frame a programme of expansion, consolidation and revitalisation of the movement in consultation with the development authorities of that area.

The Survey Report has recommended the *organisation of large-sized* credit and allied purpose societies which besides providing credit will undertake supply of farmers' requisite in kind and will help them in marketing their produce. The liability of the societies would be limited and the membership would be open to all the cultivators. Each society is expected to employ a properly trained paid manager. The area and membership which would ensure an adequate volume of business for such a society will naturally differ from State to State and from one part of the State to another. It will depend on the kind of land, the irrigation facilities, the intensity of cultivation, types of crops grown, etc. For areas which are fairly thickly populated and where agricultural operations are being carried on a large scale, it should be possible for a society of approximately 10 villages to have, in a fairly short time, enough business to justify the appointment of a qualified and trained manager. There will, of course be some areas which are very thickly populated and where intensive agriculture is being carried on, where a society with a smaller number of villages would be justified. On the other hand, there are large areas in the country where because of the lack of irrigation, low rainfall, poor soil, and the types of crops grown, a society covering even 20 villages may be necessary. The ultimate targets for the whole of India may, as an average, be taken as one society for about 10 villages. This target, however, would not be

possible of achievement during the next few years and it is, therefore, proposed that for the next Five Year Plan, a target may be suitably fixed at 5 large-sized societies for each block of 100 villages. This will, of course, be the average for the country and substantial variations, according to local conditions, will have to be permitted. Some of these societies will be entirely new while others may be formed by amalgamating the existing small societies and enlarging their area of operation as well as their functions.

Targets.—The targets of large-sized societies that the States may have to set up and achieve have been worked out in Statement I attached. These are purely illustrative. In broad terms, for the country as a whole, 6,000 multi-purpose societies should be organised in the N.E.S. Blocks by 1955-56. Thereafter, 4,000 societies will have to be added every year. Thus, at the end of 1960-61 nearly 25,000 societies would be established each employing a trained manager.

Attention is also invited to the following main resolutions passed by the recent Conference of Ministers to consider the report, held on 16th April, 1955:—

1. RESOLVED THAT

the basic principles and lines of reorganization underlying the integrated scheme of Rural Credit recommended in the General Report of the All India Rural Credit Survey be generally approved and that, in particular, State partnership be accepted as a method of reorganizing and developing cooperative institutions. It is important in this context to emphasize the character of cooperative institutions as a people's movement; the scheme of State-partnership should therefore, be operated in a manner calculated to promote the initiative and responsibility of members of Co-operative Societies.

RESOLVED FURTHER THAT

the plans for the development of co-operative credit, marketing, processing, etc., be effectively coordinated with the plans for the economic development of rural areas and that, in particular, they should be envisaged as an integral part of the all-round development which is being undertaken in the areas covered by Community Development Projects and National Extension Blocks, as well as of the development of economically backward areas.

2. RESOLVED THAT

the State Government in coordination with the Government of India and the Reserve Bank and with their assistance, take the necessary steps for ensuring planned and speedy progress in the following main directions:

(a) development of Cooperative Credit:

(b) development of Cooperative Marketing, Processing and other economic activities, including cottage and small-scale industries.

(c) establishment of a storage and wire-housing; and

(d) provision of training facilities for the above purposes.

3. RESOLVED THAT

along with the assumption by State Governments of the responsibilities involved in this coordinated programme of development, it is necessary that the Central Government and the Reserve Bank should afford the requisite assistance, financial and other, for the successful implementation of the schemes and that they be accordingly requested to make such assistance available;

RESOLVED FURTHER THAT

in this context, the proposed establishment of the National Funds *viz.*, the Long-term Operations Fund and Agricultural Credit Stabilization Fund in the Reserve Bank and the Cooperative Development and Warehousing Fund and the Agricultural Relief and Guarantee Fund in the Central Government be particularly welcomed and the assurance given that the State Governments for their part will make corresponding financial provisions in their respective spheres besides reorganising and strengthening their Cooperative Departments and institutions, and providing them with trained personnel so that these may undertake efficiently the new tasks facing them.

4. RESOLVED THAT

as regards the extent of State partnership as also in the details of reorganisation generally, a certain degree of flexibility is both necessary and desirable since conditions differ from State to State, any variations should however be such that they do not conflict with the basic objectives of cooperative development underlying the integrated scheme;

RESOLVED FURTHER THAT

the conclusions of the officers' conference be approved in the modified form set out in the Annexure. (Not attached).

STATEMENT No. I

Programme for Organising Large Sized Credit and Allied Purpose Societies in National Extension Blocks

Serial No	Name of the State	N.E.S. Blocks allotted upto 1954-55	No. of credit societies to be organised to cover col. 3	Additional Blocks to be allotted in 55-56	No. of societies to be organised	N.E.S. Blocks to be allotted under 2nd Five Year Plan	No. of Societies to be organised in 5 years of 2nd Five Year Plan	Average No. of societies to be organised annually between 56-57 & 60-61	Total No. of societies to be organised (Cols. 4, 6 and 8)
1	2	3	4	5	6	7	8	9	10
1	Andhra	38	190	38	190	227	1,135	227	1,515
2	Assam	32	160	2	10	103	515	103	685
3	Bihar	55	275	94	470	48	2,240	448	2,985
4	Bombay	75	375	42	210	351	1,755	351	2,340
5	Madhya Pradesh	95	475	..	..	216	1,080	216	1,555
6	Madras	69	345	56	280	373	1,865	373	2,400
7	Orissa	30	150	25	125	165	825	165	1,100
8	Punjab	41	205	5	25	136	680	136	910
9	Uttar Pradesh	104	520	121	605	674	3,370	674	4,495
10	West Bengal	27	135	53	265	241	1,205	241	1,605
11	Hyderabad	33	165	33	165	198	990	198	1,320

1	2	3	4	5	6	7	8	9	10
12	Madhya Bharat	21	105	7	35	82	410	82	550
13	Rajasthan	39	195	17	85	167	835	167	1,115
14	Mysore	18	90	15	75	98	490	98	655
15	PEPSU	15	75	..	..	38	190	38	265
16	Saurashtra	12	60	2	10	43	215	43	285
17	Travancore-Cochin	18	90	16	80	102	510	102	680
18	Ajmer	2	10	..	..	6	30	6	40
19	Bhopal	11	55	..	..	..	..	..	55
20	Bilaspur	2	10	..	..	..	..	..	10*
21	Coorg	3	15	..	..	..	..	..	15
22	Delhi	2	10	..	..	6	30	6	40
23	Himachal Pradesh	12	60	..	..	3	15	3	75*
24	Kutch	3	15	..	..	6	30	6	45
25	Manipur	2	10	..	..	7	35	7	45
26	Tripura	2	10	1	5	7	35	7	50
27	Vindhya Pradesh	9	45	5	25	40	200	40	270
28	Jammu & Kashmir	13	65	..	..	31	155	31	220
	TOTAL	783	3,015	532	2,660	3,768	18,840	3,768	25,415

*Bilaspur has since been merged into Himachal Pradesh.

Item No. I(3)(c)(ii) need for a separate Officer at Block Level for Co-operation and Training.

One Block Level Extension Officer (Co-operation and Panchayats) was provided for in the budget of N.E.S. and Community Projects. It was expected that this officer will also help in the promotion of village and small scale industries. Now, with experience of two years of working of the projects, it is fully realised that it is not practical for one Block Level Extension Officer (Co-operation and Panchayats) to look after the development of Co-operation, Panchayats and Cottage Industries in the Community Projects. Besides, these subjects are dealt with by different departments in the State Governments and it is not practicable for one officer to be responsible to two or three different departments. In addition, the work also demands provision of separate officers at the Block level for Co-operation, Cottage Industries and also Panchayats. In case of Co-operation with the acceptance of the recommendations of the Rural Credit Survey, the work involved would very much increase and therefore, more staff would be required to implement these recommendations.

As regards training of the Block Level Extension Officer (Co-operation), arrangements have already been made in consultation with the Ministry of Food & Agriculture and the All India Co-operative Training Committee. State Governments have already been informed about it in Community Projects Administration letter No. CPA/15(26)/55-TP, dated 23rd March 1955 about the ten months' training for 800 Block Level Extension Officers (Co-operation) per year.

Item No. I(3) Contents of the programme with special reference to:
(d) Irrigation and Communication

(1) IMPROVEMENT OF IRRIGATION WATER CONVEYANCE:

1. **The Problem.**—Conservation of irrigation water by improved methods of conveyance and distribution has been engaging the attention of not only Government but also of irrigators almost all over the country. There are two aspects of this problem—

(i) carriage of water from an irrigation source to a Government owned outlet through Government channels:

(ii) carriage of water from a Government outlet to cultivators' fields through the latter's field channels.

Former is the responsibility of Government while latter that of the cultivator.

2. **Methods suggested:**

(i) **Lining of channels.**—There is a great scope for lining of irrigation channels to prevent transmission losses, in almost every State and this would be the surest and quickest method of increasing the acreage under irrigation. It is felt that this work could be taken up on an extension scale as a part of the minor irrigation programme in the community projects. Lining of Government

owned channels could be taken up as a Government sponsored scheme with people's participation to the extent it is possible (as in the case of roads). For lining of cultivators owned channel, the irrigators could singly or jointly be advanced loans.

(ii) **Repairs of existing water sources.**—Another method to improve conveyance of irrigation water would be to renovate and restore several of the field channels by desilting them. Generally, the water courses or the field channels are not maintained properly by cultivators with the result that they get silted up very soon. The cultivators could be advanced loans for the purpose of desilting channels. It would be a good idea if the work of desilting of channels and lining could be combined as a Government-cum-people's scheme. Just as the earthwork in road construction, is being done entirely by the people while metalling and bridging are being done at Government cost, similarly, the desilting of channels could be done by people and portions of the desilted channel could be lined at Government cost.

(iii) **Construction of new water courses.**—A third method of approach could be to take up construction of water courses in areas where these do not exist at all and field to field irrigation is resorted to. Here, also lot of water could be conserved by construction of an elaborate system of water courses.

3. **Points for Discussion:**

The points needing discussion would be:—

(i) The scope of new water courses, repairs to old water courses and lining of field and Government channels as a minor irrigation programme in the community projects.

(ii) The extent to which Central assistance would be necessary.

Item I (3) (d) (ii)—Maintenance of Minor Irrigation Works, Roads and Equipment for Roads and Minor Irrigation.

The necessity for maintenance of minor irrigation works has been very often stressed. Each State has got its own system of maintenance of minor irrigation works. In many States, necessary legislation exists enabling Government to assume rights of maintenance of these works. In others, necessary legislation will have to be enacted for the purpose. In either case, it seems necessary to evolve a proper system of maintenance of these works as otherwise they are likely to go out of order very soon. In the early stages, it is felt that the Government will have to be responsible for their proper up keep and maintenance. In course of time, as the local bodies like the Gram Panchayat or the Village Council grow in size and stature, the responsibility for the maintenance of these works in proper order could be shifted to such bodies. In that case, it would be necessary to indicate the exact source of revenue from which these bodies would be able to maintain the minor irrigation works. A start could be made in the Community Projects and N.E.S. Blocks by entrusting the work of maintenance

of some of the works newly completed or already in existence, to these local bodies.

The points needing discussion would be—

(i) The actual agency responsible for maintenance of these works in the early stages and also later on.

(ii) The source of funds from which these works will be maintained.

(iii) The extent of financial assistance both at the State and Central level required for the maintenance of these works.

(b) **Maintenance of Roads:**

Observations made in the case of minor irrigation works hold good for maintenance of roads also in so far as the transfer of their eventual maintenance to the local bodies is concerned. In the early stages, however, proper maintenance of these roads with the assistance of Public Works Department appears essential; otherwise the roads are likely to deteriorate very soon. The roads which have been metalled under the community project programme will have in any case, to be brought under the State Road Scheme and maintained by the Public Works Department. Where the roads are maintained by local bodies or by Government, it would be essential to indicate the exact source of funds from which the maintenance expenditure is to be met with. Where local bodies undertake to maintain the roads, it may be possible to get people's contribution to an appreciable extent.

(c) **Maintenance of equipment for roads and minor irrigation:**

Lot of equipment has been obtained both for road construction and for minor irrigation works. Here again there are two aspects of the problem. One is whether we are making full use of the equipment that has already arrived in the country; other is whether there is a proper organisation both for operation and maintenance of these equipment. Regarding the first point, it is possible that some States may not be able to make full use of the equipment which they have received. In that case, the desirability of transferring it to some other States will have to be considered. Regarding the second point many States do not have properly trained staff for handling these equipments. By employing unskilled mechanics for operating these plants, they are likely to cut short drastically the life of these plants. In other States, where trained personnel may be available, there may not be any proper workshops for the maintenance and servicing of these equipments. The points for discussion would be—

(i) Whether the entire equipment obtained from abroad is being or can be made use of in the respective States. If not, what steps should be taken to utilize them.

(ii) Are there adequate facilities for the training of personnel in the States required for these equipment?

(iii) Have proper workshop facilities been laid down for the maintenance and servicing of the equipments.

Item I(3)—Contents of the programme with special reference to:—

(e) **Rural Housing.**

(i) STRENGTHENING OF TECHNICAL STAFF IN STATES—RURAL HOUSING CELL.

(ii) TRAINING OF EXISTING STAFF IN SELF-AIDED HOUSING PROGRAMME

The Rural Housing Cell has been established in the Ministry of Works, Housing and Supply since October, 1953. A circular letter was sent by the Community Projects Administration to all the Project areas and State Governments about the existence of this organisation and they were requested to refer their problems regarding Rural Housing to this unit. During the last Development Commissioners' Conference at Ooty the Housing Adviser (Shri L. G. Selvam) gave briefly the composition of this unit and invited the Officers of the various States to take advantage of this organisation.

2. The requests for help, however, have been very limited and where in response to such requests complete layouts, plans and estimates were prepared, no progress has been made in real implementation of the work of Rural Housing. It appears that the main difficulty in the Project areas is that there is only one Overseer in each Development Block who is supposed to look after all the engineering works in nearly hundred villages. It is, extremely difficult for this junior official to attend to works like roads, irrigation channels, water-supply, drains, paving of foot-paths etc., etc., and therefore naturally he has very little or no time to devote to the important problem of Rural Housing even in areas where the villagers are prepared to do some work in their off-season. It is, therefore, felt that it is extremely necessary to strengthen the engineering staff in the Project areas if any work is required to be done on Rural Housing. The problem in each area is different as availability of materials would not be the same. Therefore, individual attention is necessary if any tangible progress is desired in this direction. It is also for consideration whether the State P.W.D. should not earmark a senior official at the State level to be responsible for the promotion of Rural Housing and rendering necessary technical assistance to project personnel.

3. It is also felt that over and above strengthening the engineering staff in the Project areas it would be desirable to give such staff certain basic training for practical approach in the aided self help housing programme in the Rural areas. A scheme is being formulated to organise a training course in a Project area near Delhi where 20 to 30 engineering officers from different Project areas can be trained at one time. The duration of the training course may be from 8 weeks to 12 weeks. If this training programme is found useful, then similar other training schools can be started in other parts of the country. The subjects which can be taken up in this training course are given in the attached list. Under our existing conditions in villages it is extremely desirable that with the minimum dislocation of the existing construction techniques, efforts should be made to produce suitable houses which are within the means of the villagers and where the materials and labour have not to be imported.

4. The views of the Development Commissioners are invited on:—

(i) strengthening of the engineering staff for the programme of Rural Housing;

(ii) desirability of organising a training course on Rural Housing for the existing staff; and

(iii) Difficulties, if any, for utilization of loan provision in N.E.S. and C.P. Budget for housing and grants-in-aid provision for building of the Block Headquarters.

Brief list of subjects for training in Rural Housing

(1) Information regarding basic local materials

(a) their physical characteristics, mode of use and limitations.

(b) treatment and improvement of these materials.

(2) Soil—methods of mixing, grading and stabilisation—use in roads and buildings.

(3) Local Timber—availability, uses, characteristics and limitation in rural areas.

(4) Seasoning and curing of timber to protect from white ants, fungi, and dry wet rot.

(5) Economy in use of timber.

(6) Various roofing materials in rural areas.

(7) Organisation of production of bricks and lime for masonry.

(8) Uses of brick and stone masonry.

(9) Improvement of wells.

(10) Environmental hygiene requirements in villages. Drains, disposal of waste water, smokeless chullas, economical latrines, etc.

Item I(3)—Contents of the programme with special reference to:—

(1) Health and Sanitation

(i) PRIMARY HEALTH CENTRES IN N.E.S. AREAS.

No provision has been made for setting up medical and health services in the N.E.S. Blocks except for a small amount of local works and grant-in-aid in respect of recurring expenditure for the existing hospitals and other institutions. Some of the N.E.S. Blocks will be converted into the Community Development Blocks and a Primary Health Centre with usual equipment and staff will be set up. To meet the needs of some of the N.E.S. Blocks, the Central Ministry of Health have allocated about 85 Primary Health Centres for development of health programme in these areas. In view of the fact that ¼th of the country during the present Plan period and the remaining ¾th during the next Five-Year Plan has to be covered by the N.E.S., it becomes imperative that provision for medical and health services and sanitation must be made, either by the State Government or by the Central Ministry of Health or by both. Primary Health Centre is a focal point from which health activities will radiate into the area and will have to be carried into the homes

of the people. *The point for consideration is whether the States consider it necessary to have a Primary Health Centre in each N.E.S. Block.*

2. Minimum Requirements of Health Services

The minimum requirements for medical and health services are:—

(a) Development of a Primary Health Centre and 3 Maternity Sub-centres for every N.E.S. Block.

(b) A trained dai for every V.L.W's circle (approximately 10 villages).

(c) Training of dais who are already working.

3. Recruitment and service conditions

To meet the above requirement, it is necessary to recruit adequate staff of doctors, compounders, health visitors, auxiliary-nurse midwives, midwives, sanitary inspectors, etc. While the number of doctors who are being trained in the existing medical colleges and schools in the country is sufficient to man the proposed services, yet it has been found in actual practice during the last two years that doctors are reluctant to serve in the rural areas. To attract doctors and the female staff for the maternal and child health programme, it is essential to make the terms and conditions of service attractive. It is suggested that the staff in Project areas should have security of tenure and be borne on the regular cadre of the Medical and Health Department. Provision of accommodation on an austerity scale, is very necessary. Unfortunately the pay scales of doctors were originally fixed taking into consideration the question of private practice; in the Community Development and National Extension Service areas, the medical officers have to do both curative and preventive work and they have neither any time nor is there any scope for private practice. As such, it is necessary to sanction a reasonable allowance in lieu of private practice. Some State Governments have already sanctioned this allowance but a good many States have yet to adopt this practice. Pay scales of health visitors, midwives and nurse-midwives need revision. To meet the shortage in respect of women personnel, the Central Ministry of Health have sponsored a number of training schemes but unfortunately a good number of States have not yet taken advantage of these training programmes. *It would be of advantage to know if the State Governments have any specific difficulties in taking advantage of these facilities to meet their shortages.*

3(2). There is no shortage in respect of compounders. Regarding sanitary inspectors, there were shortages in the beginning of the Community Development Programme, but these are being overcome as a number of State Governments have set up and are developing training facilities for this category of personnel. The States which have medical colleges and schools should have no difficulty in training the required number of sanitary/health inspectors for their requirement.

With our limited resources of personnel, if we want that medical and health services should reach the maximum number of people, provision of mobility becomes a necessity.

3(3). To summarize, the following provision should be made:—

(a) Security of tenure.

(b) Provision of residential accommodation.

(c) Reasonable Non-Practising/Rural allowance.

(d) Revision of existing pay scales or at least higher initial start in the existing scales.

(e) Provision of transport.

(ii) FAMILY PLANNING.

Attention is invited to the proceedings of the Third Development Commissioners' Conference held at Ooty in May, 1954, where it was decided that the State Governments should examine, as to what extent the staff working in the Community Development areas can be utilised for this purpose. Points for consideration are:—

(a) To what extent the existing health personnel can be actively associated with this work and how best can we make use of the women S.E.Os. in this field.

With regard to the S.E.Os., it is felt that they should be closely associated with the medical and health staff in this particular field. S.E.Os. can help in the development of social consciousness about the Family Planning by explaining to them the social evils of over population.

(b) It is felt, advice on Family Planning should be given at the Medical Institutions, *i.e.*, Primary Health Centres, Maternity Sub-centres and other institutions in the Community Development areas. Government of India have sanctioned about 134 Maternity and Child Welfare Centres all over the country for the backward areas. Further a number of Family Planning Units have also been sanctioned for different States. It is desirable that these Maternity and Child Welfare Centres and Family Planning Units should be set up in the Community Development areas as far as possible because urban areas have already some institutional facilities for giving advice on Family Planning.

(iii) MINIMUM PROGRAMME OF VILLAGE SANITATION.

The maintenance of healthful environment is absolutely essential if the people have to reap the full benefit of their increased economic condition. The status of the health of the people particularly in the villages is a measure of human resources available for production of food, development of industries and for maintenance of standard of living. On an average over 25 lakhs of people die from diseases like typhoid, paratyphoid, dysentery, diarrhoea and cholera. The number of people who suffer from these diseases annually can easily be multiplied by 20. These colossal deaths and morbidity occur simply on account of lack of safe water supply and hygienic disposal of human excreta. This results in terrible economic loss to the community and the country apart from unhappiness which results from disease and death. In

addition to the above diseases, there are other worm infections. Further the dust in the villages and smoke in the homes act as a pre-disposing factor towards the large incidence of eye diseases prevalent in the rural areas. To control the incidence of diseases mentioned above, it is essential to have a minimum standard for the development of village sanitation programme; these are mentioned below in order of priority:—

I. Minimum Programme:

(a) Provision of safe water-supply in every village—every village must have a sanitary well for a population of 200. In villages where water for human consumption is drawn from a tank or a stream, efforts should be made to dig a well nearby or pump water into an overhead tank where it can be easily sterilized and made safe for consumption. Tanks, unless specially constructed, and streams are subject to easy contamination from a number of sources and have been responsible for a large incidence of gastro-intestinal diseases. It has been observed that people bathe and wash their clothes and utensils near the wells, tanks and streams from where they draw water for consumption. As such bathing and washing platforms will have to be constructed near these sources of water supply and provided with adequate drainage.

(b) Construction of sanitary rural latrine either in individual houses where space is available or on community pattern on the out-skirts of the villages for those people who have no space in their homes. Provision of rural pattern sanitary latrines and urinals in all public institutions with priority for schools. This will help in habit formation and also act as demonstration about the utility of latrines.

(c) Provision of smoke-flues or construction of smokeless chullas in every home.

(d) Pavement of village lanes with adequate arrangement for drainage and disposal.

(e) Construction of soakage pits for disposal of sullage from individual houses where arrangement for drainage for the whole village cannot be undertaken.

(f) Construction of ventilators to admit fresh air and light in every house for healthful living.

Note.—The designs for the above can easily be supplied by the Director of Health Services of the State concerned. He must be consulted in all these matters as he is in a position to give necessary advice regarding the method and design suitable for a particular area.

II. Training of Overseers in Public Health Engineering:

Execution of the programme for the improvement of environmental sanitation has to be carried out by the overseers employed in the N.E.S. Blocks. The Central Ministry of Health has arranged for a 3-month course twice a year for this category of personnel at the All India Institute of Hygiene and Public Health, Calcutta. It

is requested that the States may take advantage of these facilities. It is also for consideration whether public health should be included in the comprehensive Orientation Course which is proposed to be started for the overseers.

(g) Social Education

(i) Administrative set up in the State—District Social Education Organiser.

The existing administrative set up of Social Education in the Community Projects of 1952 is that each Project has one Chief Social Education Organiser and two Social Education Organisers for each of the three Blocks. It was desired that half the number of Social Education Organisers should be women but this has not been possible in many States. The above pattern is not followed in Bombay, Rajasthan and Uttar Pradesh. In Bombay State, there is one man Chief Social Education Organiser and one woman Chief Social Education Organiser for each Project but no Social Education Organisers. In Rajasthan, the Chief Social Education Organiser is in charge of the programme of Social Education in all the Projects and Blocks of the State. In Uttar Pradesh, the administrative set up is entirely different.

2. In the Community Development Blocks and the N.E.S. Blocks, there are two Social Education Organisers. One of them should be woman but this has not been possible in many States. There is no superior officer for Social Education to guide the Social Education Organiser and to bring uniformity in the programmes and their content.

3. With a view to remove the difficulties which arise out of this administrative set up of Social Education, the Ministry of Education in consultation with the Planning Commission has made provision for recruiting District Social Education Organisers. The District Social Education Organiser will be in charge of the whole district and will be supervising and guiding the work of Social Education Organisers in the Community Projects, C.D. Blocks and N.E.S. Blocks in the district. He will also be in charge of executing the State plans of Social Education in the area of the district not yet covered by Community Project, C.D. or N.E.S. Blocks.

4. The plan, at present, is to appoint District Social Education Organisers in the districts which have a large number of Social Education Organisers working in development areas. Such districts will be indicated by the State Governments. Selection for these posts should in the first instance, be made from the existing cadre of Chief Social Education Organisers and Social Education Organisers who have the requisite qualifications and experience and have shown ability in executing Social Education programmes.

5. The question of relationship of the District Social Education Organiser to the head of a department is to be examined. It is suggested that the District Social Education Organisers should be under the Directorate of Education of the State and there should be a post

of a Deputy Director or a Joint Director in charge of Social Education in each State. The Social Education Organisers should be subordinate to the District Social Education Organisers so far as questions relating to the subject matter, making of plans and programmes are concerned. They will, however, be attached to the Block Development Officer for administrative purposes.

6. Points for consideration are:—

(i) What should be the functions of the District Social Education Organisers?

(ii) What should be his position in relation to the Social Education Organisers?

(iii) Whether District Social Education Organisers should be under the Directorate of Education and whether there should be a post of Deputy Director or a Jt. Director for Social Education in each State?

(iv) With which Department at the State H.Q. and the District H.Q. should the Woman Social Education Organiser be connected.

Item I(3)(g)(ii)—Minimum Programme of Social Education both for men and women.

Since the area of the Block is of about 100 villages or more, it may not be possible to implement programmes of same intensity in all villages. Three types of programmes have, therefore, been suggested in the Social Education Manual:—

(i) A full programme of Social Education.

(ii) A large programme of Social Education.

(iii) A small programme of Social Education.

The full programme of Social Education may be implemented by each Social Education Organiser in one village which is to serve as a model to other villages. The large programme of Social Education may be implemented at least in every headquarter village of the Gram Sevak and the small programme of Social Education implemented in the remaining villages. This is the plan of work advised to Social Education Organisers at the Social Education Training Centres. The content of the above three programmes are stated below:—

I. A full programme of Social Education

Each Social Education Organiser has to implement this programme in one village at least. The targets are stated below:

1. Literacy:

(a) There should be a good literacy centre conducting literacy courses for five months one after the other. At the end of the Project period, the target aimed at should be that every person is literate, and some of them attain the standard of second stage in literacy. There should be separate literacy classes for men and women. The

teachers in charge of conducting these literacy classes should be trained in adult methods of literacy.

(b) There should be provision for education in citizenship subjects, that is, health and hygiene, general knowledge, principles and practices of cooperation, agriculture, recreation and local arts and handicrafts.

(c) The examinations in literacy and citizenship subjects should be properly organised and well conducted.

(d) There should be follow-up activities with a view to prevent relapse into illiteracy and ignorance, such as, writing of wall paper, editing local news bulletin, etc.

2. Library:

There should be a stationary library and a circulating library set. There should be provision for a reading room wherein newspapers and periodicals should be available.

3. Recreational and cultural activities:

There should be several Bhajan Mandalis in the village for men and women and they should meet at least once a week. There should be a dramatic club. It should stage at least two dramas in a year. An exhibition aimed at educating the villagers in development activities envisaged in the Community Projects under the Five Year Plan be arranged in the village every year. A mela should also be held every year. Group discussions, lectures and demonstrations should be held often in the village.

4. Physical welfare activities:

Full facilities for games and sports should be established and an Akhara should be started. A play ground and a building for the Akhara should be provided.

5. Youth welfare activities:

There should be Youth Organisations in the village around the following activities: Poultry club, Young farmers' club, social service squad, discussion groups, Gram Raksha Dal, etc. The youth grounds should take up projects such as kitchen gardening, poultry, bee-keeping, etc. Trips and excursions should be arranged.

6. Women's welfare activities:

There should be following activities for women.

Meetings of village women for Sat Sang, Bhajans and songs, social functions for women and utilisation of religious festivals for the purpose.

Discussion group for home improvement.
Introduction of smokeless chullah.
Knitting, tailoring and other craft work.
Maternity welfare centre.
Mahila Sang or Stree Sabha.
Arrangements of simple talks on home economics.
Balanced diet.
Mother craft.
Elementary household skills.
Common medicines.

Child welfare.

Kitchen gardening and Home Economics.

Home decoration and clean houses drive.

Literacy classes for women.

Sports and games for women.

7. **Child welfare activities:**

There should be a children's park and play facilities for children should be provided. Children should be organised in Bal Sabhas. Non-school going children should be organised. Trips and excursions for children should be organised. Improvement of personal hygiene by providing facilities for bathing and washing clothes should also be aimed at.

8. **Leadership training:**

The local leaders should be trained and should assume responsibility for conducting the various activities started in the village under the Social Education programme.

9. **Radio set:**

There should be a radio set in the village and the listening should be well organised by forming listening groups of men, women and children.

10. **The mobile unit:**

For cinema shows and other audio-visual aids the mobile unit should visit the village frequently.

11. **Community Centre:**

A fully developed community centre should be aimed at. The community centre should have its own building, a platform for stage and should be the focal point of all community activity.

II. A Large Programme of Social Education

This programme should be implemented with the help of the Social Education Organiser by each Gram Sevak in one village chosen by him, preferably his headquarter. The content of the **large** programme should be:

1. **Literacy programme:** Same as stated under I.
2. **Library:** There should be a circulating library and a small reading room.
3. **Recreational activities:** One Bhajan Mandali for men and, if possible, another for women, a dramatic club which should stage at least one drama a year, an exhibition and a mela every year.
4. **Physical welfare activities:** Play ground for indigenous games and, if possible, volley ball club.
5. **Youth welfare activities:** Young farmers' club, poultry club, Gram Raksha Dal, Kitchen gardening, trips and excursions.

programme of Social Education in every village which is the headquarter of the Gram Sevak and the small programme in the remaining villages?

(iii) Are the minimum targets indicated possible of being worked out?

Minimum programme of Social Education for women

Taking the limitations of women personnel in villages, the minimum programme of Social Education for women should be as follows:—

1. Meetings of village women should be held in the beginning for such purposes as Sat Sang Bhajans and Songs.
2. Religious festivals provide a good opportunity for rural women to come together. These festivals should be organised like social functions.
3. At a later stage when a woman Social Education Organiser, a woman teacher or a woman health visitor visits the village, she should call groups of women for discussion and should discuss home improvement with them. The home improvement topics should be; cleanliness of home, proper arrangement of things such as bedding, boxes, cloths, introduction of smokeless chullah, food nutrition, care of animals, etc.
4. If a woman teacher or a craft teacher is available for a sufficiently long time she should teach women knitting, tailoring and other craft work.
5. The woman health visitor should organise discussion groups of women and talk with them regarding pre-natal and ante-natal care and care of children.
6. Lectures or talks should be arranged occasionally for women on such subjects as balanced diet, mother craft, household skills, common medicines, etc. They should be made interesting by audio-visual means like magic lanterns or puppet shows.
7. There should be competitions organised for home decoration and cleanliness of the houses.
8. Kitchen gardening should be encouraged.
9. A literacy class for women should be organised if a woman teacher is available.
10. A meeting place should be provided for women where they can come together for games and recreation.

Points for consideration are:

(i) Is it possible in the absence of Woman Social Education Organiser to implement this minimum programme of Social Education for women in villages with the help of local women?

(ii) Can a Woman Social Education Organiser implement this programme in some village? If so, how many?

(iii) Is it necessary to appoint Gram Sevikas or Samaj Sevikas (as is being done in Madhya Pradesh) for carrying out this programme?

Item 1. (3)—Contents of the programme with special reference to:-

(h) Work among women and children.

(i) Pilot Projects for intensive development.

The idea is to try out programmes of vital importance, so that the experience might be useful in other areas. Intensive work amongst women and children has to be organised in selected villages in a suitable area, so that workers from other areas can be sent there for training.

It is suggested that one block in each Community Project should be selected for intensive development of work amongst women and children. The full programme of Social Education indicated under items 6 and 7 should be implemented in this area with rich content. These areas should be called Pilot Projects for work amongst women and children.

Points for discussion are:

(i) Which areas should be chosen for intensive development of work amongst women and children? Whether they should be in the Community Projects of 1952 series?

(ii) What additional staff, part-time or full-time, will be necessary for carrying out these Pilot Projects for intensive development?

(iii) What facilities, material, equipment and financial help in addition to those from the existing financial provision will be necessary?

Item 1 (3)(h)(ii)—Utilisation of Women's Associations and Institutions in the country.

There are many women's associations and institutions in the country. The following are some of them:—

(i) The All-India Women's Conference.

(ii) The Kasturba Trust.

(iii) Colleges for Women.

(iv) Local wonen's organisations styled differently in different areas as Mahila Mandal, Bhagini Mandal, etc. in cities and towns.

There may be many other institutions of women in the various States. These should be listed.

Each of these institutions have members who are interested in doing work amongst women in villages in the development areas.

Following are some of the suggestions for utilization of women's associations and institutions for development activities:—

(i) Visits by the women members to villages should be encouraged and planned.

(ii) Women's associations may choose one or two villages to carry out work amongst women and children.

(iii) Some members may be requested to deliver talks and hold group discussions with women in villages.

(iv) Teaching of crafts like tailoring, knitting, sewing, etc. may be arranged in the villages with the help of these institutions.

(v) Women from villages may be invited to social functions arranged in the women's associations and institutions. Similarly, women's associations may arrange such functions in villages.

Points for discussion are:

(i) Which are the women's associations and institutions in each State whose services can be utilised for work amongst women and children?

(ii) In what manner and for what type of work amongst women and children their services should be utilised?

Item I(3)(i).—Additional programme to relieve unemployment:

Development Commissioners may suggest any additional programmes which could be initiated in the Community Project and N.E.S. areas.

Item I(4)—Publicity and Public Relations:

A note on Publicity and Public Relations regarding the Community Projects and the National Extension Service was circulated to the Development Commissioners with letter No. CPA/2(7)/55-TP, dated March 30, 1955. A copy of that note is included as an annexure to this note.

The above note was sent in advance with a view to enabling the Development Commissioners to consider the proposals in consultation with the State Departments of Information. It was suggested that the State Governments might send their proposals to the C.P.A. at least a fortnight before the Conference began so that all replies could be coordinated in the form of a Memorandum to be placed before the Conference. If that was not possible, the proposals were to be made at the Conference itself. It is hoped that the State Governments will send their proposals in this regard shortly. In any case, such proposals which cannot be sent earlier may be made at the Conference itself. The State Governments were requested to consider bringing representatives from the State Departments of Information at the Conference so that matters concerning publicity can be fully discussed.

The specific points on which positive recommendations from this Conference are required are four, namely,

(a) Establishment of Information & Community Centres at Block Headquarters,

(b) Production of Publicity Material and Literature and their transmission right down to the village level,

(c) Visitors to Project areas, and

(d) Liaison between the CPA and the State Governments on matters concerning publicity and public relations.

(a) Information & Community Centres:

As the State Governments are aware, the C.P.A. have sponsored the establishment of information and community centres at Block Headquarters. A model information and community centre has been set up at Nilokheri and the proposal is to set up more model centres in other parts of the country. Along with the setting up of model centres a programme of training of the Social Education Organisers in the running of information centres has also to be drawn up. A detailed scheme on this subject is at present being worked out and will be placed (see pages 151-152 & 154—157) before the Conference.

(b) Production of Publicity Material etc. and their distribution:

In the accompanying note the main points touching the problem are:

(i) Although State Governments send to the C.P.A. periodical report about the progress of work and other statistical data they are more or less in the nature of administrative intelligence. For the purpose of publicity of the movement, human stories relating to the work that is done in the field are essential.

(ii) The Central Ministry of Information and Broadcasting and also the C.P.A. produce considerable volume of literature on Community Projects and National Extension Service. It is most essential that such material and literature reach right down to the village level without any avoidable delay. This matter was discussed at the last Conference of Information Ministers of the State Governments and certain recommendations were made. The Central machinery for distribution of such literature is being strengthened but in spite of such strengthening it will not be possible for the C.P.A. or the I. & B. Ministry to distribute material below the Block level. The C.P.A. would be glad to know how State Governments could help in making distribution prompt and effective at the project, block and village levels.

(iii) The question of production of material in regional languages is important. The Central Government can take up the publication of the more important documents only in certain principal regional languages. It is expected that the State Governments will undertake the translation of suitable pamphlets and publications in the languages of their States and undertake distribution. The C.P.A. would be glad to know the programme of the State Governments in this regard and the action so far taken. The C.P.A. is aware that a number of State Governments are producing useful literature on the subject but unfortunately such literature is not received regularly in the C.P.A. The State Governments are requested to let the C.P.A. have adequate sets of all such display literature for use in model information centres and also for circulation to other State Governments in suitable cases.

Visitors to Project areas:

The Community Projects Programme has attracted world attention. Till now the major burden of these visits is borne by Projects near about Delhi. The C.P.A. is working on a programme of distribution of visitors as widely as possible. It is requested that the State Governments will provide all facilities necessary to make these visits fruitful. For conducting visitors round the Project areas it is not always possible for an officer of the Central Government to accompany them. The Block Development Officers themselves may have to take this responsibility in many places.

(c) Liaison between the Centre and the States:

In the accompanying note it has been suggested that a machinery should be set up at every State Government to maintain liaison with the publicity unit of the C.P.A. This has been suggested because the Community Development Programme is an all-India movement and so far as publicity or dissemination of information is concerned there is no distinction between States and the Centre. While the State Governments are no doubt undertaking publicity from their own angle it is, however, for the Community Projects Administration to project the all-India angle and disseminate such information not only throughout India but also to the outside world. The Administration has, therefore, suggested the setting up of a Special Unit on the lines of the Information & Public Relations Unit recently set up in the office of the Community Projects Administration. The details of these proposals are given in the accompanying note.

(Note circulated *vide* CPA. No. CPA/2(7)3/55-TP, dated 30-3-55.)

The Community Projects and the National Extension Service represent a movement and publicity, particularly of an educative nature, can play an important role in popularising it. Such publicity, in order to be effective must relate to actual work done in the field and the day to day problems that arise and must tell the story of the thousands of workers all over India and the millions of people who are slogging, day in and day out, for the fulfilment of the programme.

Thus publicity has to be a co-ordinated effort between the Centre and the States and must emphasise, at least from the all-India perspective, the progress of the movement as a whole rather than the activities of individual organisations or States. The Community Projects Administration has for sometime felt the need for such co-ordination and this note is intended to lay down certain lines for developing it and to establish a suitable machinery for the purpose.

Central Activities

The activities of the Central Ministry of Information and Broadcasting in relation to the Community Project Programme, include:—

(a) Release of news and information on the programme, feature articles, reviews, photographs, etc.

(b) Publication of special pamphlets, brochures, etc. on the programme and its different aspects.

(c) Publication of two journals—Kurukshetra and Gram Sevak.

(d) Production of documentaries on the programme and its different aspects.

(e) Preparation of broad-sheets, folders, posters, maps, etc.

(f) Publicity through broadcast talks, songs, drama, etc.

In fact, publicity has been undertaken through all the means available at the disposal of the Ministry of Information and Broadcasting for popularising the movement.

Sphere of Co-ordination

The Central publicity efforts have to be properly co-ordinated with those of the State Governments so as to meet the requirements of two very important objectives, namely, (1) projection of a composite all-India picture directly related to the movement of the programme in the field and (2) focussing attention on regional development and its problems. The spheres of co-ordination include:

(1) Supply of factual material;

(2) Distribution of material produced by the C.P.A. or on its behalf by Central Ministry of Information and Broadcasting to recipients in the Project areas;

(3) Display of such material;

(4) Visitors to Project areas;

(5) Information Centres at Block Headquarters; and

(6) Material produced by the State Governments.

(1) Supply of Factual Material:

The Community Projects Administration at present receives reports from the State Governments regarding the progress of work. These are useful for the purposes for which they are sent out having been prepared mainly for the purpose of providing administrative intelligence required by the C.P.A. They do not take into consideration the rich volume of human material that exists in the Project areas—the story of tears, sweat and labour that the Project workers and people jointly are contributing day in and day out to build the New India of tomorrow. Such material has to be dug out. A trained eye is necessary for picking it up. Thereafter such material could be used on a State, regional or all-India basis.

(2) Distribution of Central Literature:

The Central Ministry of Information and Broadcasting are producing a large volume of literature concerning Community Projects and NES including pamphlets, posters, broad-sheets, folders, maps, charts and diagrams. Such literature must reach the persons for whom they are intended. They must reach not only the State capitals, but also the headquarters of the district, the project and the block and ultimately the village. In this respect, the organisation at the disposal of the Development Commissioner and the State Director of Information can help substantially and an effective distribution machinery can be organised at the project and block levels so that literature supplied in bulk can be promptly distributed to the individual recipients, right down to the village level worker.

(3) Display of Literature:

Linked with the question of distribution is the question of display of publicity material, particularly of broad-sheets, posters, folders, publications, maps, charts, diagrams, photographs etc. Apart from the Information & Community Centres, a subject which is being taken up in subsequent paragraphs, wherever such material are sent, arrangements should be made for their proper display. Otherwise, the purpose of sending them is defeated. Here again, the establishment of a suitable machinery is called for. The Project authorities and the State Governments may consider the steps that they would like to take in this regard.

(4) Information Centres:

At the suggestion of the C.P.A., Information and Community Centres are being opened at Block Headquarters. Already intimation regarding opening of a large number of such centres has been received. The target for the First Five-Year Plan period is 700 such centres. The Ministry of Information and Broadcasting has agreed to supply material of the following type to each of these centres: (Already supply has commenced in regard to most of the items):

(i) One copy of each publication by Director, Publications Division of the Ministry of Information & Broadcasting and Controller of Printing & Stationery, Government of India.

(ii) Catalogue of publications by DPD & CP & S.

(iii) Selected releases of the Press Information Bureau, Ministry of Information & Broadcasting, giving factual information.

(iv) Posters, folders, charts, photographic prints and line drawings, broad sheets and maps and a set of picture post cards provided by the Advertising Consultant, Ministry of I. & B.

(v) A set of textual posters on Five-Year Plan with the Exhibition Division of the Ministry of Information & Broadcasting.

(vi) Films Division, Ministry of I & B to loan some films to each Centre on terms and conditions mutually agreed upon.

(vii) Twenty-five selected photographs in various sizes: maximum size being 16″ × 20″.

(viii) Twelve topical photographs covering important topics to be supplied by the Press Information Bureau to 50 model Information Centres to be selected by CPA.

(ix) Two paintings specially selected by DPD to each Information Centre, and

(x) A medium size political map of India by the Director, Publications Division.

A model Information Centre is being set up at the Social Education Organisers' Training Centre at Nilokheri and immediately thereafter specifications of the model centre together with the information notes will be sent to all the Block Headquarters where

Information Centres have been opened. This information will also be supplied to the Development Commissioners of the State Governments, so that wherever new Information Centres are set up, the model can be followed, subject of course to necessary local adjustments.

For training the Social Education Organisers in running the Information Centres, two sets of action are contemplated, namely, (1) opening up of model Information Centres at four other Social Education Organisers' Training Centres and (2) provision for a short course of training in the methods of running of such centres at the S.E.O's. training centres. This training will be provided by the officers of the Central Ministry of Information and Broadcasting and other officers of the Central and the State Governments who may be nominated for the purpose by the Community Projects Administration.

At the last Information Ministers' Conference in New Delhi held in January 1955, it was decided that for running the Information Centres at Block-Headquarters, sub-Committee will be appointed at the State level consisting of the Development Commissioner, the Director of Information, and a representative of the Central Ministry of Information and Broadcasting stationed at the State capital Development Commissioners are requested to take action leading to the formation of such committees in consultation with the State Directors of Information. The Community Projects Administration would be glad to be informed of the action that has been taken in this regard and would be happy to provide such information and other assistance that the Committee would like to have from the C.P.A. on the subject.

(5) Visitors to Project area:

Development Commissioners are no doubt aware of the interest which visitors, both Indian and foreign, are taking in the work of Community Projects and National Extension Service. In this respect, the project areas which are near Delhi bear the maximum burden as most of the foreign visitors, many of them being of a very distinguished status, cannot generally spare more than a day (or even a half day) for such visit. Consequently, until recently, the Community Project Blocks at Nilokheri, Sonepat, and Faridabad have had great strain. The CPA would like to place on record their appreciation of the patience and courtesy uniformly shown by the project authorities of these areas in conducting such visits.

The Administration proposes to distribute the burden of visitors as equitably as possible. Already a beginning has been made in this direction by diverting the pressure on the three blocks mentioned earlier and some visitors are being taken to projects at Panipat, Saharanpur (Deoband), Muzzaffarnagar, Bulandshahr, Thanesar and Mathura. Secondly, whenever a visitor goes to other places in the country, attempts are made to show them projects situated away from Delhi. The C.P.A. would like to concentrate greater attention on projects away from Delhi and the Administration would be glad to have information from the State Governments about the names of projects within easy access of major railway and air routes where facilities can be made easily available for showing distinguished visitors around.

The visitors to Community Project areas include foreigners of distinguished status like Heads of State, Ministers of foreign governments, official delegations from foreign countries, journalists, authors and playwrights. Indian visitors include official Ministers, Press representatives, non-officials and students and youth besides Press delegations sponsored by the Central Ministry of Information and Broadcasting which include both Indian and foreign journalists. It is unlikely that the number of such visits will be reduced. On the other hand, with the expansion of the programme, it is feared that such visits will be more frequent.

Very often visitors to project areas are accompanied by the Public Relations staff of the CPA or of the Ministry of Information and Broadcasting. It is, however, not possible that an officer from New Delhi would be able to accompany such visitors anywhere in India. Apart from the expenditure of time and money involved, it may not be necessary because the project authorities themselves, once the visitor arrives on the spot, ought to be able to take full charge of the visitor and explain to him the programme in its proper perspective and the work that is being done in the field. It has been our experience that the Project Officers spare no pains to make the visitor familiar with the nature of the programme and the progress of the work and we have no doubt that the Block Development Officers can discharge this function very well if, in course of their training a short period is devoted to the Public Relations aspect of their work in regard to conducting visitors. The Community Projects Administration proposes to sponsor in the near future such training at the three Block Development Officers' Training Centres so that the Block Development Officer can be his own Public Relations Officer also for work of this nature without depending on an expert from outside.

(6) Material Produced by State Governments:

This note has so far dealt with the material produced by the Government of India or the activities of the Central Ministry of Information and Broadcasting and the CPA Publicity Unit. Just as the Central Government would like to send the publicity literature produced by them to the State Governments and the Project authorities, similarly the Community Projects Administration would like to have copies of all literature produced by State Governments on the Community Projects Programme and the National Extension Service. At present the supply of such literature is haphazard. CPA is aware that in many States useful literature is being produced and sometimes we are pleasantly surprised when our officers come across them in the course of their tours. It has been felt that selected literature of the State Governments would be circulated by the CPA to other State Governments for their adoption. A machinery has to be evolved whereby supply of such literature to the Community Projects Administration in adequate quantity and in proper time is maintained.

Need for a machinery:

It will be noticed that for undertaking satisfactorily the work of the nature indicated in this note, a machinery has to be set up at the State level which will maintain the necessary liaison with the Publicity Unit of the CPA, supply material and also help in disseminating Central material in the States.

For the CPA publicity work, the Ministry of Information and Broadcasting have made available the part-time services of a Deputy Principal Information Officer with whom a small unit is functioning in the CPA. The Deputy Principal Information Officer has been given the *ex-officio* rank of the Director of Information and Public Relations in the CPA and has been entrusted with the responsibility of planning and co-ordinating the entire publicity work of the Community Projects and National Extension Service through all media of the Ministry of Information and Broadcasting. The Community Projects Administration would recommend that at the State level, a similar organisation be set up in consultation with the Departments of Information of the State Governments so that the Publicity Unit of the CPA can maintain direct liaison with it. It is believed that setting up of a unit of this nature ought not to present serious difficulty because the State Governments are themselves carrying on publicity regarding their Five-Year Plan including the Community Projects and National Extension Service. In a few States, as far as we are aware, certain officers of the Information Directorates have been specifically earmarked for this particular work. These units have to be strengthened, where necessary, and in States where no such units exist, they have to be established.

It is necessary to view that entire publicity programme of the Community Projects and National Extension Service as one whole so that the problem can be dealt with in its proper perspective. The present arrangements whereby the field officers of the Five-Year Plan Publicity Unit of the Central Ministry of Information and Broadcasting can keep liaison with the State Governments may also be strengthened.

The State Governments are requested to consider these proposals and to indicate the nature of machinery that they have already set up or propose to set up for the purpose. Full details of the proposed unit may be worked out in consultation with the Directors of Information of the State Governments.

Reference paragraph 3(a) of notes on item I(4).—Publicity and Public Relations.

In the above note it was stated that a scheme on the establishment of Information & Community Centres at Block Headquarters would be worked out and placed before this Conference. This note which sets out the scheme for such centres will, therefore, form a part of the agenda.

2. The idea of opening Information and Community Centres at Block Headquarters was first indicated in Administrator's monthly letter to the Development Commissioners dated September 14, 1954. Subsequently, the matter was discussed with the Ministry of Information & Broadcasting which welcomed the proposal and agreed to supply to these Centres valuable literature produced by the Media Units of the Ministry free of charge. In this Administration's letter dated December 13, 1954, information was given

about the facilities, etc. that would be provided by the Government of India to these Centres and the State Governments were asked to indicate the number of centres that they proposed to open. It was stated that the project authorities will have to find the sites for such Centres and furnish them, while the Central Government will supply literature and other exhibits free.

3. The subject was also considered at the last Conference of Information Ministers of the State Governments held in New Delhi in January this year. The Conference welcomed the idea and recommended the following:—

(i) The centres should be established by the Community Project authorities in the areas concerned,

(ii) Every such Centre should be supplied with publicity material by the Centre as well as the State Governments concerned,

(iii) The Social Education Organiser attached to the Block where an Information Centre is opened will look after it. The Social Education Organiser should be given at least a week's training on methods of organisation of such centres. Such training should be organised at the five S.E.O. Training Centres, and

(iv) At each Social Education Organisers' Training Centre a model Information & Community Centre should be set up.

4. The suggestion of opening Information & Community Centres at Block Headquarters has been taken up enthusiastically by the State Governments and intimation has been received from many States about the number of Centres that they propose to open. Intimation received upto a recent date indicate that 536 centres have either been opened or will shortly be opened. The States which are opening these Centres are:

Andhra	(37)	Assam	(25)
Bihar	(15)	Bombay	(55)
Coorg	(3)	Delhi	(4)
Hyderabad	(15)	Kutch	(5)
Madras	(63)	Madhya Bharat	(13)
Mysore	(15)	Orissa	(27)
N.E.F.A.	(2)	Travancore-Cochin	(11)
Saurashtra	(36)	Vindhya Pradesh	(6)
Tripura	(8)	PEPSU	(14)
Uttar Pradesh	(73)	Madhya Pradesh	(5)
West Bengal	(9)		
Punjab	(25)		

5. Intimation from the remaining States is awaited. It is hoped that at the Conference the Development Commissioners concerned will be able to give an indication of their proposals in this regard.

6. As regards supply of material the Central Ministry of Information & Broadcasting has already commenced supply of their material. Lists received from the State Governments are being passed on to the Ministry of I & B and material is being supplied directly.

7. The above indicates the present position in regard to the Information & Community Centres in the States. As the scheme ultimately aims at setting up an Information & Community Centre at every Block Headquarters it is necessary to ensure that they maintain a certain minimum standard of utility. This is specially so because a centre at the Block Headquarters will necessarily be a modest affair and the emphasis must, therefore, be more on quality than quantity. In other words, within a small compass, these Information & Community Centres are expected to be the hub of community activities of the Block and provide educative and informative material, through the written word as well as the audio-visual aids, on the Community Development Programme, the National Extension Service and the Five-Year Plan.

8. In order that the Social Education Organisers and the Project authorities may have a pattern to follow the Community Project Administration proposes to organise or help in organising model centres at certain central places. Already the Community Projects Administration has, with the assistance of the Ministry of Information & Broadcasting and the Punjab Government, established a model Information & Community Centre at Nilokheri. The Nilokheri Centre has been functioning since April 4, 1955, when the Administrator visited it. A list of material included in the main room of the Centre will be found as the annexure to this note. The Centre is housed within the premises of the S.E.O. Training Centre in a room 25′×17′ with an adjoining verandah and a fairly big courtyard in the front. The verandah forms a part of the Centre while the courtyard can serve the purpose of outdoor community activities.

9. The C.P.A. proposes to establish similar model Information and Community Centres at the other Social Education Organisers' Training Centres at Allahabad, Shantiniketan, Ranchi, Gandhigram and Hyderabad. These centres along with the one at Nilokheri will serve as models for centres at the Block Headquarters of the States of Uttar Pradesh, West Bengal, Bihar, Madras, Hyderabad and Punjab. They will also provide field training to the S.E.O. trainees in the methods of organising such centres.

10. It is not, however, enough to have model centres only at six places indicated above because once the S.E.Os. are away from their training centres, they will not have a model to follow and things are likely to drift. Nor will it be normally possible for the S.E.Os. to visit the model centres far away from their place of

work. The C. P. A., therefore, proposes to help in the establishment of at least one model centre in each of the following States:—

Andhra	
Assam	also to serve Manipur, Tripura & N.E.F.A.
Bombay	
Madhya Pradesh	also to serve Bhopal.
Orissa	
Madhya Bharat	
Mysore	also to serve Coorg.
PEPSU	also to serve Bilaspur.
Rajasthan	
Saurashtra	also to serve Kutch.
Travancore-Cochin	
Delhi	also to serve Ajmer.
Vindhya Pradesh	
Jammu & Kashmir State.	

(Himachal Pradesh will be served by the Nilokheri Centre)

11. It will be noticed that altogether 20 model centres are contemplated for the ultimate target of about 5,500 such centres. Of these, six will be located at the S.E.O. Training Centres and 14 at the major States. A special officer of the Community Projects Administration will help in the establishment of these centres. The State Governments are requested to indicate the particular Block Headquarters or other places where they would like such centres to be set up.

12. After the model centres have been organised at the S.E.O Training Centres, they will be handed over to the latter to be run by them. Similarly once the model centres at the States have been set up the State Governments will undertake to run them. The C.P.A. will continue to provide guidance and maintain liaison with the Ministry of Information & Broadcasting and the State Governments for supply of literature and material.

Expenditure Involved

13. The expenditure involved in establishing a centre is likely to differ, although not materially, in different States. For organising the Nilokheri Centre non-recurring expenditure has been of the order of about Rs. 500. This expenditure is in regard to furniture which includes cellotax boards for fixing up photographs, charts, etc., wooden panels, an almirah, a low table at the centre of the room, durries and curtains. To impart a certain amount of brightness and colour to the room and the adjoining verandah certain paintings and photographs have been framed and hung at suitable places on the walls.

14. In addition to the non-recurring expenditure indicated above there will be some expenditure towards the cost of journals, newspapers, general maintenance charges, etc. which is not likely to exceed Rs. 25/ per annum. This is against the expenditure on literature and other material which will be supplied free by the Centre and the State Governments. The value of the Central material alone that would be supplied to each centre is expected to come to Rs. 1000 per annum.

15. As regards the running of these centres no additional expenditure is likely to be incurred as it is expected that the Social Education Organisers will take charge of them. It is possible, however, that the Social Education Organiser being a touring officer, will need the assistance of a clerk to look after the centre during his absence. It is hoped that the Project authorities would be able to provide this assistance from their existing staff.

16. The Social Education Organisers will have to be given some training in the methods of running of information centres. This training, as already stated, would be arranged in the S.E.O. Training Centres and officers of the Central Ministry of Information & Broadcasting and the State Departments of Information will occasionally be invited to train the S.E.Os.

17. From the above scheme, it will be noticed that the project authorities will be responsible for establishing and running of such centres. This is as it should be. The Community Projects Administration would, however, assist the State Governments in:

(a) organising model centres,

(b) keeping liaison with Central Ministries and other State Governments to ensure that flow of material continues and replacements are prompt and effective,

(c) providing periodic guidance to Information Centres, and

(d) arranging for training of the Social Education Organisers in the methods of setting up and running such centres. At least a week's training is contemplated.

18. At the Information Ministers' Conference in January this year it was also decided that a committee at the State level should be set up consisting of the Development Commissioner of the State Government, the State Director of Information and a representative of the Central Ministry of Information & Broadcasting stationed at the State capital. As far as the Community Projects Administration is aware, no such committee has yet been set up in any State. The State Governments are requested to take up the formation of such committees early.

Points raised by Delegates for discussion on Item I.—Review of Operational Position

Director of Development, Rajasthan

(i) Indent for equipment should be placed sufficiently in advance so that the required equipment is available to the States immediately after the inauguration of the Blocks.

(The C.P.A. always stresses this.)

(ii) Reserve Bank of India may be requested to divert 50% of the amount for medium term purposes out of the provision for short term credit facilities.

(Although there is sufficient provision for loans funds in N.E.S. and G.M.E. funds, yet the whole question of rural credit is being examined by the Government of India in the light of recommendations embodied in the Rural Credit Survey Report—Item I(3)(c) of Agenda).

Addl. Secretary to Govt. of Travancore-Cochin:

(i) Provision of credit facilities is alone not sufficient to promote development of cottage industries. There should be provision for more grants to meet the pay and allowances of technical personnel and paid accountants, etc., to guide and assist the industrial Cooperative Societies for the free supply of some improved tools to deserving workmen.

(In consultation with C.P.A., Ministry of Commerce & Industry are making liberal provisions to encourage the employment of trained personnel in the field of cottage industries).

(ii) A jeep is necessary for N.E.S. Block. Is the State Government authorised to purchase it and debit it to N.E.S. budget?

(Such purchase is not necessary).

(iii) Since the N.E.S. Blocks are converted into Development Blocks only after watching the working of the N.E.S. Blocks for sometimes, how it will be possible to utilise the jeeps intended for the Development Blocks for the N.E.S. Blocks started earlier.

(By a procedure of *advance* procurement by the C.P.A. for requirements of all N.E.S. Blocks in First Five-Year Plan).

(iv) Is it left to the State Government to decide which N.E.S. Block should be converted? Otherwise, the jeeps of the N.E.S. Blocks may not be easily available if the N.E.S. Blocks are far away from the Development Block

(Yes).

Deputy Secretary to the Govt. of Orissa:

(i) A Health Centre should be made an integral part of the programme for future N.E.S. Blocks for which adequate budget provision should be made.

(Item I(3)(f)(i) of Agenda).

(ii) A jeep should be supplied for each Block as soon as a Block is started.

(See similar item above).

(iii) Pending improvement to the credit situation through the cooperative channels, the intention that Rs. 3 lakhs additional credit should flow into every N.E.S. Block may be partially achieved by the Central Government providing short-term and medium-credit, say Rs. 1 lakh medium-term and Rs. 2 lakhs short-terms, in the Budget of each Block to be advanced direct by the State Government to Cooperative Societies, individuals and groups of persons in the Block.

(For medium-term loan please refer CPA/CI&C/14/53, dated 20th January, 1954. The short-term credit cannot be arranged except through Reserve Bank of India).

Director, Veterinary and Animal Husbandry Services, Madhya Bharat:

Amount of Rs. 29,000/- allotted by the D.C. for 3 years is insufficient to take up even one full fledged Key Village Centre.

(For consideration by State Government who are competent to reappropriate savings from other heads, if considered necessary).

Development Commissioner, Madhya Bharat:

A jeep should be provided for each N.E.S. Block.

(See similar item above).

(ii) The question of formation of multi-purpose Cooperative Societies and extending short-term credit facilities to even non-credit-worthy agriculturists for credit-worthy purposes, may again be discussed.

(Item I(3)(c)(i) of Agenda).

(iii) The programme of improvement of cattle should be extended and energised both in the N.E.S. and Community Development Blocks.

(Item I(3)(a)(v) of Agenda).

(iv) A single officer for Cooperatives and Panchayats is not feasible where there is a separate Department for each. This may be discussed.

(Item I(3)(c)(ii) of Agenda).

Development Commissioner, Punjab:

(i) Provision should be made for supply of fruit plants as taccavi loans in kind. For this purpose sufficient number of nurseries of fruit plants should be started.

(Refer Item I(3)(a)(ii) of the Agenda).

(ii) Provision should be made for starting poultries equipped with incubators at every District Headquarters so that improved breeds of poultry are given to the villagers. Provision should be made for supplying wire-netting for poultry sheds to the farmers. In fact, wire-netting may be provided as loans in kind and also as prize to good farmers who are keeping model farms.

(Refer Item I(3)(a)(v)(b) of the Agenda).

(iii Cooperative Milk Producing Societies should be organised in villages which should be federated as the marketing of milk will be a great stimulus for improving live stock and providing additional income to the villagers.

(Refer Item I(3)(a)(ii) of Agenda).

(iv) Emphasis on health education is very necessary. Fundamentals for the maintenance of health should be extensively publicised in rural areas. The activities of the health staff in the community areas should be co-ordinated in this regard and guided from the Head Quarters level, where a definite programme should be prepared.

(Refer Item I(3)(f)(i) of Agenda).

(v) There is need for organising industrial cooperative societies on extensive scale. Very close liaison between Cooperative Department, Industries Department and the Community Projects Department should be established. A Committee consisting of representatives of Cooperative Department, Industries Department, Project staff and village industries and crafts should be created in each Block.

(Refer Item I(3)(b)(ii) of Agenda).

(vi) The post of a Joint Director Industries should be created in the Industries Department who would be exclusively concerned with organisation of cottage industries and handicrafts and their marketing in Project areas.

(Refer Item I(3)(b)(ii) of Agenda).

(vii) There is a great dearth of suitable literature for follow-up activities under the Adult Literacy Programme. Steps should be taken to produce it. Sufficient funds should be made available for the production of films, and these films should be produced. Besides, movie cameras should also be provided to selected areas in which the tempo of work is fast.

[(Refer Item I(4)(b) of Agenda)—also 1(3)(g)(ii)].

Development Commissioner, Mysore:

(i) Advance indents should be placed at least a year ahead of the starting of the projects.

(It should be possible to do so. C.P.A. always stresses this).

(ii) In the case of NES Blocks converted into Community Development Blocks, it may be clarified whether the additional provision of Rs. 10½ lakhs should be spread over a further period of 3 years. If so, separate provision will have to be made for meeting the recurring expenditure of the staff attached to the N.E.S. blocks.

(Refer CPA letter No. CPA/4/P/55, dated 22nd April, 1955).

(iii) Definite working arrangements should be arrived at so that the short term credit is made available to the needy people considering the credit-worthiness of the purpose for which the loan is required.

(Refer Item I(3) (c) of the Agenda. The whole position of rural credit is being examined by the Government of India in the light of recommendations embodied in the Rural Credit Survey Report.)

(iv) Publicity and Public Relations regarding the Community Projects and National Extension Scheme should be taken up by the Information Departments of the several States.

(Refer Item I(4) of the Agenda).

(v) The landless villagers should be brought within the orbit of the Community Development Programme. Being merely cultivating tenants they will be unable to avail themselves of short term credits as they will invariably be not credit-worthy.

[(Refer similar item above)—Item I(3) (c) (i) of the Agenda].

Deputy Development Commissioner, Uttar Pradesh:

(i) What should be the special qualifications for instructors in cottage industries besides knowledge of the technical skill in particular trade? What arrangements can be made by the Centre and the States to afford opportunities for the acquisition of these qualifications.

(Item I(3) (b) of the Agenda)

Development Commissioner, PEPSU:

(i) Supplies and equipment particularly jeeps, arranged from abroad, generally get delayed. Their early supply should be ensured.

(See note on 'Supplies' attached)

(ii) In order to promote healthy living in NES Blocks one post of Sanitary Inspector may be included in the schematic budget of NES Blocks.

(Refer Item I(3)(f)(i) of the Agenda).

(iii) People have felt a keen desire to adopt such ways and means as would render them live under a satisfactory home and village environments. The housing pattern, as it exists at present is a big handicap in this direction. Provision should, therefore, be made for some suitable plan whereunder a desiring person in the villages could be afforded assistance in erecting new houses and new village *abadis*.

(Ministry of W.H.S. has published a manual on 'Rural Housing'. Item I(3)(e) of the Agenda).

(iv) Information regarding the ceiling of expenditure in respect of NES Blocks converted into Community Development Blocks has not been received.

(Refer CPA leteer No. CPA/4/P/55, dated 22nd April, 1955).

Development Commissioner, West Bengal:

(i) In each NES Block, there should be, in addition to the 10 men V.L.Ws, a number of women V.L.Ws who will work in conjunction with men V.L.Ws and devote special attention to such subjects as home science, home nursing, dietetics, child care etc. Provision of additional funds may be considered.

(Refer Item No. 1(3)(h)(i) of the Agenda).

(ii) In the case of conversion of N.E.S. Block to C.D. Block, clarification is necessary regarding the period of operation of such C.D. Blocks and also provision for increased recurring expenditure.

(Refer C.P.A. letter No. CPA/4/P/55 dated 22nd April, 1955).

(iii) There should be a clear, positive and determined policy on family planning and population control.

(Refer Item No. I(3)(f)(ii) of the Agenda).

Director of Community Projects, Madras:

An Industrial Supervisor may be appointed for each Block to investigate whether there is scope for starting a new cottage industry or to suggest improvements in the techniques now adopted in existing crafts.

(Item No. I(3)(6)(iii) of the Agenda).

Development Commissioner, Madhya Pradesh:

Approved pattern of staff for N.E.S. Blocks should be brought in line with that of the Community Development Block by providing additional Medical and other staff.

(Item I(3)(f) of the Agenda).

PLANNING OF CP AND NES PROGRAMME

(Item II)

Item II (I)—Forward Planning of the Areas—Periods of (i) Pre-extension; (ii) Extension; (iii) Intensification, and (iv) Normalization.

A general outline of the expansion of the National Extension Service and Community Development Programme during the Second Five-Year Plan period has already been communicated to the State Governments in Community Projects Administration's letter No. CPA/163/36/54 dated 13th November 1954. Since the entire area of each State is to be covered under the National Extension Service, *forward planning* of the programme will greatly help to reduce the bottlenecks which might otherwise come up in the way of efficient and coordinated development of the areas. Past experience shows that the non-availability of suitably trained personnel to man the Blocks, and the delay in obtaining necessary supplies and equipment, greatly hampered the expeditious execution of the programme in the initial stages involving considerable loss of time and energy.

Forward planning will include determination in advance of the due dates of (1) Fresh areas to be covered under the National Extension Service programme each year, (2) Completion of certain preliminaries such as surveys, and selection of staff before the initiation of the work, (3) Drawing up of the detailed programme of work in the areas on N.E.S. pattern, (4) Selection of areas for intensive development on the lines of Community Development, (5) Decision in regard to the development activity after the completion of the projected period. In other words, it means drawing up a phased programme of work from year to year for different stages viz. (i) Pre-Extension, (ii) Extension, (iii) Intensification, (iv) Normalization, which will be taken up in each State. The programme for each stage may be drawn somewhat on the following general lines:—

(i) **Pre-Extension:**

In making the selection of areas for development, State Governments should take into account special needs of certain backward regions whose problems require immediate solution. The entire area may be divided into suitable blocks and the actual selection of areas to be taken up for development may be made six months in advance to enable completion of preliminaries. Some skeleton staff may also be appointed six months ahead, to undertake a thorough survey of the area and to associate the people in the preparation of the working plan. This will provide the necessary ground on which the programme is to proceed further. During this period, all efforts should be made to determine the needs of the people and with reference to these and on the basis of information collected in the surveys, it would not be difficult to draw up a broad outline of the programme which may be taken up in that area. As far as possible assistance from the Local Development Works programme sponsored by the Planning Commission should be availed of in these areas in the preliminary stage as a focus of people's participation.

(ii) **Extension:**

Extension work is basically of an educational nature calculated to infuse in the people the desire for greater skill and better knowledge and attitudes. Its success depends upon, in the first instance, by accepting what the people want even if

according to the Plan, it is not of highest priority. It should also endeavour to educate people to ask for things which from rational and scientific points of view is of highest priority. The regular programme of work in each N.E.S. Block will be taken up and pursued. The actual areas to be taken up for Extension should be determined on the basis of people's response to the local works programme in the pre-extension stage.

The period of Extension work will differ from area to area. Not all the National Extension Blocks will be operated for the normal period of three years, as it is likely that before the expiry of this period, some of these may be converted into intensive blocks. The period will, however, generally vary between 1 to 2 years.

It is felt that no serious and sustained efforts are being made at present, towards co-relating the research work carried out in laboraties with the actual work done in the field. As the purpose of the Extension is to serve as a conduit pipe between store of knowledge and mass of people, it will be necessary to take steps to see that the results of research are made available to the villagers and their problems carried to technical experts for satisfactory solution.

In the initial stages of the programme there was some knowledge which was available for the extension staff "to extend". This store of knowledge is gradually getting dried up as research is not keeping pace with the requirements of extension. A stage might soon come when the extension people would have nothing further to 'extend'. Urgent efforts are, therefore, indicated towards laying down adequate arrangements for continuous research in technology, methods of approach etc. etc. Whereas the basic research would be taken care of by National Research Stations and Laboratories set up by the Government of India, research in applied subjects which would be of immediate benefit to the villagers will have to be, by very nature of its requirements, carried in local areas. This aspect of the subject deserves immediate consideration.

(iii) **Intensification:**

Every year some blocks will be taken up for intensive development on the lines of Community Projects. Here also it may be necessary to plan ahead. Selection of areas will however, be done with reference to the progress of work and expenditure, the extent of people's participation, and the availability of trained extension and other personnel.

With the intensification of activities in different fields, it would be necessary that the programme for agriculture, animal husbandry co-operation, health, education, cottage industries etc. should be linked up with the normal development schemes of the State and the Central Governments in these fields, so that there may not be duplication of effort. It may be emphasised in this connection that Community Development should be considered as part of and not as substitute for the normal development programme in the areas.

(iv) **Normalization:**

It is expected that at the end of the intensive development period the development activities would have reached a certain stage at which it would be possible to carry them further mostly by the people's own efforts. Their more immediate needs would, however, have been taken care of during the intensive development period. The permanent staff of the N.E.S. would be there to help the people in carrying their development activities. The funds under the "Local Works" Programme would be available to act as catalyst for mobilising the people's efforts. In addition to these it is expected that the normal development expenditure of each of the Development Departments would also be available in these areas.

Before this period starts, care will, however, have to be taken that most of the immediate needs of the area have been met during the intensive development period. It is also expected that the staff employed during the Community Projects period and not provided for in the N.E.S. Scheme would be borne by the normal development departments of the State and/or the local bodies as the case may be.

To sum up, the following points may be taken into account while drawing up the phased programme for a State:—

(i) State may be divided in suitable number of Blocks.

(ii) Selection of areas for N.E.S. may be made six months in advance to enable completion of preliminaries.

(iii) The scheme of work in each area will be dictated by the environment in which it is to operate within the overall programme of the N.E.S. Efforts should be made to co-relate the research work carried out in the laboratories with actual work done in the field. The research facilities in fields of direct benefit to the villagers should be increased.

(iv) The development schemes under the intensive development should be reinforced by the normal development programme of the State and the Central Governments.

(v) The financial resources that could be available during the period of normalization should be assessed.

Mr. Albert Mayer in one of his communications to the C.P.A. has observed:—

"We in U.P. have found a lack of available research reasonably tested in practise. To make up in this, some of the Community Projects were picked for field trials, and we have had fruitful results in many cases. This is particularly true because available help from research as it exists, in most cases does not apply to regional situations—*i.e.* beyond the region where the research is developed.

Now to come to my point: I would like to suggest that in each State enough Community Projects be continued in that form to provide a mother Project or Field Testing Project to represent conditions for each region, from which the N.E.S. Projects may gain helpful information and results. In U.P., for example, one might consider six such: Kumaon, Bundelkhand, West, East, North Central, South Central. Conditions of agriculture, horticulture etc. are very different indeed in each of these regions......... If this suggestion were adopted these future Community Projects that then remained, would have a more experimental character than now.

I believe this is particularly important as possibly imparting a sort of continuing dynamism to the N.E.S. system which possibly lacks it in itself.

2. Further with respect to Community Projects: while they do resemble each other in a good many ways, I find that in a number of cases, some special project is under way due to the special ability of one group level officer or another—*e.g.* Usar reclamation, or a horticultural project, or sericulture, or whatever.

Now, in the N.E.S. project that will generally succeed the Community Project, there will be much less personnel, and hence such on-going and very worthwhile projects may be abandoned—with the result of much wasted effort and of disappointment among the local people. So, in those cases, my suggestion is that that particular extra officer should be retained to continue this special project, in addition to the normal N.E.S. personnel.

3. Location of the Headquarters Village of N.E.S. blocks. In view of the thinness of coverage of N.E.S. projects; in personnel and resources, it occurs to me that this should be supplemented where possible from other institutions. Suggestion—wherever possible, and other things being equal, the Headquarter might be in a village where there is a high school or junior high school. Both sides will gain."

The suggestions made by Mr. Mayer may be considered by the Sub-Committee No. 4 and suitable recommendations made for consideration of the General Conference.

Item II(2)—Supplementing the Resources from the Funds of other Departments.

At the first Development Commissioners' Conference held in May, 1952, it was agreed that the expenditure to be incurred by the State Governments on various Development Schemes in the Five-Year Plan *e.g.*, G.M.F. Schemes, Schemes regarding Health Education, Communications, Irrigation etc., would be concentrated in the areas selected for Community Development. This was further

elaborated in C.P.A.'s letter No. CPA/119/52 dated 4th July, 1952, to the State Governments in which it was added that the project budget should be drawn up to provide only for such schemes as will be in addition to these items and which are considered necessary to approximate to the pattern visualised in the Community Projects. That, this policy applied equally to the National Extension Service Blocks also, was made clear in para 6 of the note appended to CPA/163/52 dated 29th April, 1953. The importance of concentration of non-project inputs was further emphasised in some greater detail in C.P.A.'s letter No. CPA/29/54 dated 17th July, 1954 wherein it was reiterated that the Community Development Programme and National Extension Service is essentially a programme for all the Welfare Departments and not of single Department of the State Government. The intention is that the Community Development and National Extension Service Blocks would provide only nucleus funds for development activities in these areas.

2. Little progress seems to have been made in most areas in bringing round the other Departments for carrying out their normal developmental activities in the project areas to the required extent. In order that the programme may achieve the desired objectives, it is necessary that the expenditure to be incurred by the State Governments should be applied in a liberal measure to the Community Project and more particularly in National Extension Service areas. In respect of the schemes receiving financial assistance from the Centre also, every endeavour should be made to apply these schemes in these areas to the maximum extent possible. It is felt that any misunderstanding that may exist in this regard among State Governments Development Departments should be cleared by a directive in precise terms by the State Government.

3. In para. 5 of C.P.A's letter No. CPA/29/54 dated July 17, 1954, State Governments were requested to furnish information regarding the extent of utilisation of such non-project funds in the project areas in the quarterly progress reports. It was also pointed out therein that the extent of utilisation of non-project funds in the Project/Block will form an important criterion for the allotment of fresh National Extension Service Blocks as well as for conversion of National Extension Service Blocks into Community Development type. It is observed from the quarterly progress reports in respect of Community Projects/Blocks received from the State Governments that information in respect of utilisation of non-project funds in these areas is not generally furnished. In the absence of this information, it is not possible to have a precise appreciation of the extent of the progress of work and development carried out in a particular project or block under the different fields of the programme. State Governments should therefore ensure that the requisite information is incorporated in their quarterly progress reports.

Item No. II(3)—Pattern of Development in Tribal Areas.

For some time the organization working under the guidance of the Commissioner for Scheduled Castes and Scheduled Tribes in the Home Ministry of the Government of India have been sanctioning schemes for the scheduled and tribal areas more on an *ad hoc*

basis rather than on any set pattern. They cover productive schemes (agriculture, animal husbandry etc.) health schemes, educational schemes and communications. In other words all that we are attempting to do in N.E.S. and Community Development Blocks is also being attempted quite independently by the Commissioner for Scheduled Castes and Scheduled Tribes in respect of scheduled areas.

2. It was, therefore, felt that in order to avoid duplication of efforts the N.E.S. pattern should be so modified as would answer the special needs of these areas and at the same time provide an integrated approach.

3. Administrator's preliminary thinking on this subject which he had communicated to a number of Development Commissioners for their remarks is as follows:—

(a) The programme should cover a period of five years instead of the usual three.

(b) Corresponding to normal N.E.S. or Community Development Blocks, a Block in Scheduled areas should have a population coverage of approximately 25,000. At the head of this Block there should be a Block Development Officer specially qualified and trained for the job. For preference, we should select a tribal, if one is available.

(c) To assist the Block Development Officer there will have to be an expert on agriculture with special qualifications in afforestation and in the work relating to the change over from shifting cultivation to settled cultivation. There will also have to be a Social Education Organizer specially trained for work among tribals. We shall probably not require a Block Level Officer Incharge of Cooperatives and Panchayats. The pattern on the Medical and Public Health and Public Works side could perhaps be copied from the Community Development Scheme.

(d) Corresponding to the village level in a normal Block there will be an area inhabited by approximately 2,500 people. This will probably mean six or seven, or even more, scattered settlements with a centrally situated and somewhat more thickly populated village. At the central village we can locate a Group Level Worker, a Compounder and a *Dai*. For each one of these scattered settlements working under the Group Level Workers there would be a school teacher- *cum*-village level worker. In each of these scattered settlements there would be a primary school and at the centrally situated village which will be the headquarters of the Group Level Worker there will be an upper primary school.

(e) For the Block, and preferably for the District as a whole, there would have to be a suitable programme for development of communications and anti-malaria operations. These two would be the highlights of the programme at the district level. For this suitable *ad hoc* provisions based on the requirements of the area can be made and staff will have to be provided.

4. Shri K. S. V. Raman has made the following observations on the views expressed by the Administrator:—

(1) There should be no conspicuous distinction between schemes for tribal areas and for the rest.

(2) In the first instance the Five Year Plan Schemes of Communication, Public Health and Education should give a distinct weightage to areas of tribals as well as Harijans and the weightage should be reflected in a greater number of schemes in these areas rather than shown as special schemes for aboriginals and Harijans.

(3) Although the average size of these blocks may work up to 25,000 to 30,000 people he would not still show it as specially designed for aboriginals.

(4) There should be an extra Extension Officer not only in these areas but in other N.E.S. areas also for Cooperation. The present practice of combining this work with that of the Panchayat in the same Officer under the N.E.S. pattern is not satisfactory.

(5) The scheme of Community Projects and N.E.S., the statutory grants under Article, 275 and special facilities offered for scholarship and hostel etc. for scheduled castes and scheduled tribes should all be coordinated so as to evoke the maximum benefit.

(6) Special training should be organized for Social Education Organizers going to work in these areas. It is not necessary that a tribal candidate would necessarily prove more effective on the staff for tribal areas. What is required is a person with rural sympathy who can dance with them and get into the spirit of their life.

(7) A systematic survey and the extension of good roads to these areas even if the present traffic does not justify is of primary importance.

(8) Special concessions be given for schooling or boarding for the tribal people but there need not have to be a separate school for them.

(9) It is far better that the Scheduled Castes and Scheduled Tribes work as equal members with others in the rural pattern rather than they should be kept apart protected and not allowed to grow up to their full stature.

(10) The backward must be brought up and not maintained on artificial respiration.

5. Shri Balachandran, Deputy Development Commissioner's views on the subject are:—

(1) The period of a hill block should be five years instead of three. He feels that in a shorter period the programme will not be able to make much headway in these areas.

(2) The population coverage should be 20,000 to 25,000. Even this will mean in some of the hill areas of Assam an area of 500 to 600 sq. miles.

(3) The hill block should be modelled, so far as financial provision is concerned, on a Community Development Block rather than on an N.E.S. Block.

(4) The priorities among various activities proposed will have to be different in a hill block from those of a normal block in the planes, for example, communications should have the highest priority followed by soil conservation including popularisation of stable cultivation, rural industries, public health measures, etc. Again under education, the schools set up should cater for vocational and agricultural education rather than the ordinary type of academic education.

(5) The provision under loan funds should be reduced to the minimum and, to the extent possible, funds should be provided under the non-loan head only. Among most tribal people the land belongs to the clan and there is no private ownership of land; there are therefore, difficulties in the way of issue of loans in these areas.

(6) To attract qualified technical personnel, special hill allowances such as compensatory allowance, ration compensation allowance, etc. have to be offered. This will increase the staff bill considerably; the ceiling under staff therefore has to be higher in a hill block.

(7) Certain posts such as Extension Officer (Cooperation and Panchayats) may be dropped but a larger number of certain other posts such as *Dais*, Compounders, etc. and Gram Sevaks will have to be added.

(8) Though qualified technical personnel will have to be brought from other areas where they are available, I feel that Gram Sevaks for hill blocks will have to be local people, preferably people belonging to the same tribe. As a sufficient number of employable matriculates is not available in these areas, we shall have to lower the basic educational qualification for candidates selected to undergo the basic agriculture training and extension training prior to appointment as Gram Sevaks.

(9) Special attention will have to be given to training of staff meant for work in hill areas. For example, training in agriculture must be related to the special problems of hill agriculture such as change over from shifting cultivation to settled cultivation, soil conservation measures, horticulture, etc. Further all staff, especially staff from outside the hill areas, must be given a thorough grounding in the elements of vocal and cultural anthropology.

5. It is suggested that the delegates may consider the various views expressed above and make recommendations regarding the development of tribal areas.

SUMMARY RECORD OF THE MEETING HELD AT 11 A.M. ON THURSDAY, MAY 5, 1955 TO CONSIDER THE PATTERN OF DEVELOPMENT AND PROGRAMMES TO BE UNDERTAKEN IN TRIBAL AREAS.

Present:

C.P.A.

Administrator
Secretary
Deputy Secy. (A)
Deputy Secy. (P)
Director (Training)
Progress & Planning Officer.

Ministry of Home Affairs:

Shri L. M. Shrikant, Commissioner for Scheduled Castes and Scheduled Tribes.

Shri Vimal Chandra, Assistant Commissioner for S.C.&S.T.

Shri I. Shashimeren Aiar, Regional Asstt. Commissioner for S.C.&S.T., Shillong.

Shri K. S. V. Raman, Development Commissioner, Bihar.

Shri N. E. S. Raghavachari, Director of Community Projects and Ex-Officio Additional Secretary, Madras.

Shri Mushran, Additional Development Commissioner, Madhya Pradesh.

Shri P. G. Vanikar, Hony. State Organizer, Tribal Welfare, Madhya Pradesh.

Mrs. P. Naidu, Assistant Chief (Social Welfare), Planning Commission.

The meeting was called for a preliminary discussion of the proposals for integration of tribal welfare activities with the community development and N.E.S. programme in the light of the replies received from the State Governments of Bihar, Orissa, Madhya Pradesh, Assam and N.E.F.A. in response to the Administrator's D.O. letter No. PS/CP-229/55 dated April 5, 1955. It is intended to discuss the matter further at the forthcoming Development Commissioners' Conference at Simla.

2. The Commissioner for Scheduled Castes and Scheduled Tribes, Shri L. M. Shrikant, expressed the view that the tribal population of India was no longer a homogenous group and, therefore, no single approach was likely to meet their requirements. The planning and administration of the tribal welfare programmes necessitated a varied approach based on their diverse needs. According to Shri Shrikant, the Indian tribal population may be divided into four main categories:—

(i) **Tribal communities** who still confine themselves to original forest habitats;

(ii) **Semi-tribal communities** who have more or less settled down in rural areas and taken to agriculture and other allied occupations;

(iii) **Acculturated tribal communities** who have migrated to urban or semi-urban rural areas and are engaged in 'civilised' occupations in industries and other vocations who have discriminatingly adopted trades and culture of the other population of the country; and

(iv) **Totally assimilated tribals**.

3. Shri Shrikant felt that no special programme of development was possible, at this stage, in the case of category (i) and necessary in the case of category (iv) mentioned above. He also felt that the case of N.E.F.A. was a special one and should be treated as such.

4. It was estimated that the total tribal population of India was about 2 crores of which about 1 crore was scattered in plain areas. The tribal population in the scheduled areas of Bihar, Orissa, Madhya Pradesh and Assam was estimated at about 75 lakhs.

5. There was general agreement that the tribal welfare activities of the Government of India and the State Governments should be integrated, as far as possible, with the activities under the community development and N.E.S. programme. Questions relating to the pattern of development, priorities under the programme, administrative and organizational set-up required, etc. were discussed at some length and the following tentative conclusions were reached:—

(i) The pattern of development in the scheduled areas covered or to be covered under the N.E.S. programme may conform to the regular N.E.S. programme except that the population coverage of a Block may be approximately 25,000 instead of the usual 66,000.

(ii) A phased programme of tribal welfare in N.E.S. areas should be worked out jointly by the Commissioner for S.C.&S.T. and the Community Projects Administration. In N.E.S. areas tribal welfare schemes will be complementary to the N.E.S. programme. In non-N.E.S. areas, such schemes will be in the nature of local works, as they are at present, and may be viewed as 'pre-extension' programme.

(iii) It was felt that approximately 1½ lakh rupees per Block for a period of three years, *i.e.*, Rs. 50,000 per Block per year, should be adequate to take care of the special tribal welfare schemes in the N.E.S. areas as an addition to the funds provided under the N.E.S. budget. This amount should be made available from the funds administered by the Commissioner for S.C.&S.T. The total three-year budget for an N.E.S. Block in the scheduled areas would, therefore, amount to Rs. 6 lakhs—4½ lakhs from the C.P.A. and 1-1/2 lakhs from the funds available with the Commissioner for S.C.&S.T. it was calculated that for 300 Blocks to cover 75 lakhs of tribal population in the scheduled areas (on the basis of 25,000 persons per Block), the annual demand on the Commissioner for S.C.&S.T.'s funds was not likely to exceed 1½ crores.

(iv) Regarding organization and administration, it was recommended that:—

(a) The States having a large tribal population may or may not have a Minister for Tribal Welfare;

(b) The Development Commissioners of the States concerned may be assisted by an Additional or Deputy Development Commissioner (Tribals)-*cum*-Director of Tribal Welfare who may also be responsible to the Minister-in-charge;

(c) At the District level, it will be the Collector's responsibility to administer all programmes of tribal welfare. He will have a Staff Officer who would be a specialist in tribal welfare.

(d) Likewise, at the Block level, there will be an Extension Officer by way of an additional Social Education Organizer specialised in tribal welfare; and

(e) Special funds for tribal welfare schemes will be administered at the State level by the Additional or Deputy Development Commissioner (Tribals) *cum*-Director of Tribal Welfare and actually disbursed by the officers at the District and Block levels.

6. There was some discussion about the priorities of schemes under the N.E.S. programme in the scheduled areas. Shri Shrikant said that his experience would seem to suggest that the supply of food, safe drinking water, provision of public health measures and communication facilities should rank in order of priorities. It was felt, however, that the needs of the tribal people were likely to be somewhat different in different areas and a uniform order of priorities may not be quite suitable. It was agreed after some discussion that these and other matters connected with the proposal for the integration of tribal welfare activities with the community development and N.E.S. programme should be considered further by a small Sub-Committee and its recommendations placed before the Development Commissioners' Conference at Simla.

Points raised by Delegates for Discussion on Item II

II. PLANNING OF C.P. AND N.E.S. PROGRAMME

Director of Development, Rajasthan:

In order to make development units, coterminus with administrative units, a unit should have 1, 1½ or 2 Blocks as the administrative unit at the Block level which being a Tehsil, has a population ranging from 50,000 to one lac. Funds should also be allotted accordingly.

(Suggest the State Govt. take it up separately with C.P.A.).

Development Commissioner, Madhya Bharat:

The total expenditure of Rs. 7½ lacs and Rs. 15 lacs for N.E.S. and C.D.P. Blocks for a period of 3 years is for a population of

67,000. The expenditure may be allowed to be increased or decreased when the variation from the average population is in the units of 10,000.

(Suggest the State Government take it up separately with C.P.A.).

Addl. Secretary & Addl. Development Commissioner to Travancore-Cochin Government:

(i) What measures should be taken for the maintenance of completed items of work—roads, schools, etc.—after the Project period?

(Item II(1)(iv) of Agenda. The responsibility will have to be taken by the State Government, District Boards and other Rural Bodies etc.).

(ii) Is it indispensable that conversion of N.E.S. Blocks into Intensive Blocks be based on the progress of expenditure?

(Refer CPA/3/54/P dated 14th September, 1954. It is based on (a) Government expenditure, (b) People's Participation, (c) Adequate Staffing).

(iii) Can it be assumed that half the N.E.S. Blocks would automatically become ripe for conversion every year?

(Yes; subject to satisfactory progress. 620 Blocks out of 1200 will be C.P. Blocks during First Five-Year Plan).

(iv) Will it not be possible to delegate powers to State Governments for diverting a portion of the loan of Rs. 1 lakh sanctioned under "Minor Irrigation Works for Poultry" and similar cottage industries without the prior appoval of C.P.A.?

(The State can utilise this money for promoting agricultural activities. For diversion to other heads, prior approval of C.P.A. is considered necessary).

Director of Community Projects, Madras:

The question whether any amounts will be available for items of recurring and non-recurring expenditure for the establishment for the permanent N.E.S. Block after completion of the intensive development period, may be discussed.

[(Item II(1)(iv) of Agenda)—(Also please refer para. 4 of C.P.A. No. CPA/163/36/54-P dated 13th November, 54).]

Director of Community Projects, Hyderabad:

(i) Whenever a grant or loan is sanctioned by the Government of India, it should be subject to the condition that a major portion of the expenditure should necessarily be incurred in the C.P. and N.E.S. areas.

(Item II(2) of Agenda—see also CPA letter No. CPA/27/54 dated 17th July, 1954 in the Budget Manual).

(ii) Future pattern of the C.P./N.E.S. Blocks after the expiry of the three-year period may be discussed.

(Item II(1)(iv) of Agenda).

(iii) Equipment may be treated as "grant" instead of "loan" item. C.P.A. have not agreed to this, but they may reconsider their decision.

(It is not possible as the recovery from these loans would provide resources for future projects).

(iv) Allotment of N.E.S. Blocks to State Governments may be made in April & October to synchronise with the availability of trained Village Level Workers, instead of in July & January 1956.

(The allotments made in July & January are intended to be effective from October and April respectively).

Development Commissioner, Madhya Pradesh:

(i) Central Government may give assurance that they will share all recurring expenditure on the same basis as expenditure on personnel after the Project period.

(This is not possible—Item II(1)(iv) of the Agenda).

(ii) Tribal Welfare activities should be integrated with N.E.S. programme. Director of Tribal Welfare should be attached to Development Commissioner's Office for the purpose.

(Item II(3) of Agenda. The second part is for action by State Governments).

(iii) In case of tribal and other sparsely populated areas, the population coverage may be fixed at 20,000 per Block.

(Under consideration).

Development Commissioner, Madhya Bharat:

(i) There is still delay in finalising arrangements with the Accountants General in the States relating to accounting arrangements for works executed under Community Development Programme. (of para. 28 (viii) of the "Main Recommendations and Conclusions of the 3rd Development Commissioners' Conference). Auditor-General may be requested to send instructions to the Accountant General in the States in the matter.

(Being taken up with Auditor-General).

(ii) Women Social Education Organizers cannot tour about in villages and have to confine themselves to a few convenient centres only for want of transport facilities.

(Item II(1)(ii) of the Agenda).

Development Commissioner, Mysore:

(i) In spite of full powers delegated to Project Officers, as recommended by the C.P.A., to sanction schemes under the several programmes, so long as the budget sanctioned by the State Governments is not exceeded, the Accountant General has been repeatedly

raising objections to almost every item of expenditure that is incurred under Grant-in-Aid, Social Education, etc. Suitable instructions may, therefore, be issued to the Accountant General, Mysore, through the Comptroller and Auditor-General of India.

(This is being taken up by the C.P.A. as a general issue and the Auditor-General is being requested to advise A.Gs. on the basis of recommendations of Ooty Conference).

(ii) Projects should be provided with telephone connections. A comprehensive scheme to provide telephone communication to Block Headquarters may be considered.

(See para. 33 of the "Main Recommendations and Conclusions" of the 3rd Development Commissioners' Conference. This question will have to be linked up with the programme of the Ministry of Communications for 2nd Five-Year Plan).

Deputy Development Commissioner, Uttar Pradesh:

(i) To what extent technical departments of the State should be made responsible for the execution of programme in the field and fulfilment of targets?

(To the fullest extent. Attention is invited to C.P.A. Blue Pamphlet on "Organization of National Extension Service and Expansion of Community Development Programme)".

(ii) In view of the large number of National Extension Service Blocks which would be opened in the near future, the work of technical supervision is bound to increase considerably. The Government of India should, therefore, share the expenditure in maintaining the necessary supervisory staff in each technical department of the State.

(Refer C.P.A. Publication "Organization of National Extension Service and Expansion of Community Development Programme)".

(iii) For the purpose of calculating the total expenditure incurred on personnel in the National Extension Service Blocks and the Government of India's share in that, the Community Projects Administration should take the State as a whole and not a Block as unit.

(This has already been agreed to, *vide* CPA letter No. CPA/12/Bd/55, dated 4th February, 1955, regarding payment of advances half-yearly).

Development Commissioner, Punjab:

In the hill areas loans in respect of minor irrigation schemes may be diverted for encouraging plantation of tea and orchards according to soil and climatic conditions.

(Item II(3) of Agenda).

Development Commissioner, PEPSU:

In the N.E.S. pattern there is a provision of Rs. 25 lacs for giving grants-in-aid (Recurring) for institutions like dispensaries, schools,

etc. But in the pattern of Community Development Block there is no such provision. It is to be considered as to how the institutions started in the N.E.S. Blocks with this grant-in-aid are to be continued after the Blocks have been converted into Community Development Blocks.

(By readjustment of programmes and reappropriation, if any. This should, however, be normally left to local institutions and boards).

(ii) There should be a close link between the research and extension personnel at all the levels. A very useful suggestion may be to hold seminars of Research Specialists and District level technical officers of various departments, so that a periodic assessment of research and extension activities is made possible.

(A good suggestion; may be considered under Item II(1)(ii) and also under Item IV(2)(b) of Agenda).

Dy. Development Commissioner, Assam:

Pending finalisation of the procedure for canalising the Rs. 3 lacs loan as short-term loan from the Reserve Bank through the State Apex Bank to the cooperative organizations in the Block, it is suggested that issue of short-term loans to the extent of Rs. 1 lac, for N.E.S. Block provided for the purpose during the 2nd Five-Year Plan period, may be authorised.

(There is no shortage of funds under the N.E.S. and G.M.F. schemes under the existing procedure).

Development Commissioner, West Bengal:

(i) National Extension Service Blocks which the C.P.A. decide to allot to the different States should be intimated to the respective States six months in advance of the date of inauguration.

(This is agreed. Refer notes on Item II(1)(i) of Agenda).

(ii) State Government be authorised to make re-adjustment of funds as between the Blocks within the approved ceilings of all the Blocks of 1952-53 series taken together. Similar concession may be allowed in respect of other C.D. Blocks or N.E.S. Blocks subject to the condition that the multi-purpose character of the programme in each Block is maintained.

(This can be done, if considered necessary, by prior reference to and concurrence of the C.P.A.).

Development Commissioner, PEPSU:

The rate of interest should be uniform for loans under different schemes. The Government of India should advance loans to the States at a lower rate of interest.

(This is actually so, so far as the Central and State Governments are concerned. The second part may be taken up separately with the C.P.A.).

Deputy Development Commissioner, Assam:

According to the latest decisions of the Government of India, an N.E.S. Block which puts up a performance that is above the average will be converted into, and run for three years as a Community

Development Block after which it will again revert to the status of an N.E.S. Block. This makes it highly desirable, that the mode of presenting the budget as well as the accounts should be uniform in both these cases.

(For inclusion under Item II of the Agenda).

Deputy Development Commissioner, Madhya Pradesh:

In Planning Commission's letter No. FY.II/CDI/6/55, dated February 22, 1955, it has been decided that from the national point of view, a goal should be placed before the villages and there should be doubling of production within a period of 10 years. This central aim will involve a gigantic national effort and it would be advisable to work out the implications in terms of agricultural credit, outlay on irrigation schemes, impact of increased production on the nation's economy, provision of consequential services like marketing, price stabilization, communications and transport, and the personnel problems involved. As the National Extension Service will be the main vehicle for implementing the programme for doubling production, substantial changes in its character and scope would seem to be necessary.

(For inclusion under Item II of the Agenda).

PEOPLE'S PARTICIPATION

(Item—III)

Item No. III(1)—Change over to—"People's Programme with Government Participation"—Delegation of powers to Local Authorities.

Administrator in his monthly letter dated 9th March, 1955 had observed that,

"I offer to you and myself congratulations on the journey till now, I am just beginning to wonder if we are not approaching a stage especially in regard to the 1952-53 projects, where the 'Government Projects with People's Participation' should begin to change now into the "People's Projects with Government Participation".

"What is after-all the aim of the Community Development Programme? In essence, as I see it and you may correct me if I am wrong, it is a programme to carry the conviction to ourselves and to the large masses of our people especially in the countryside, that they are today the 'Rulers' of India and not the 'Ruled' as they have been for centuries; that it is time they begin to take possession of the real estates of which they are owners and make use of the Government Agency for the limited finance and the technical and administrative assistance that the Agency is capable of offering."

Administrator followed it further in his monthly letter of 17th April, 1955, when he said,

"I wrote to you last month, indicating that the stage will appear to have arrived where we should begin to think of ways and means by which we can bring about a smooth transformation of the present "Government projects with people's participation" to one of the "People's projects with Government participation". You will readily agree that unless this is achieved we shall have done very little on which we could claim the fundamental credit which is being showered on us liberally at home and abroad."

"Prime Minister has been equally concerned over this matter. He is eager, as we are, to bring this consummation about. While there are a number of well-planned steps that will have to be taken, if this is to be brought about, the most important one will appear to be a delegation of powers to village bodies even at the risk of some portion of the money being not as well spent as we feel it could be under full Government auspices."

"I discussed this matter with the Finance Minister. He feels that this risk should be taken and he asked me to find out from you during the forthcoming Development Commissioners' Conference as to the fields in which delegation of these powers could be made to these village bodies based on your experience during the past two years and a half. I would request you to do some thinking on this

line, so that we may arrive at some decisions when we meet at Simla."

The question now for consideration is the extent to which executive responsibility and financial powers could be delegated to people's organization at various levels. So far people's organizations at the village, the block and the district level have been more or less functioning as Advisory bodies. The question to consider is if the time has come when their character can be changed from one of mere advisory bodies to executive bodies taking direct responsibility for the planning and execution of at least certain aspects of development work. Just to quote an example, it may be that funds available for a block may be ear-marked for different villages or groups of villages on a certain pre-determined basis after deducting from the overall allotments for the Block funds for such items which are of inter-village character. The responsibility for the utilisation of the funds thus ear-marked for each village or groups of villages could then be placed at the disposal of the village body and the funds retained at the Block level be similarly used by the Block Advisory Committee with the Government servants—providing administrative and technical guidance.

The point for consideration, therefore, is:—

Whether a stage has come when this switch over from Government's programme to People's programme could be effected? If so, in what spheres or areas of activities could powers be delegated to the people's organizations at various levels?

Item III (2)—Steps to Strengthen People's Organizations

It is beyond any argument that people's organizations can only be built up when they are given a certain amount of direct responsibility and opportunities even in fields where they are likely to commit certain mistakes. It is these mistakes alone which can lead to their ultimate success. It, however, stands to reason that before such responsibilities are passed on to the people's organizations, adequate measures should be taken to strengthen them so as to ensure reasonable chances of their overall capacity to undertake that responsibility and discharge it effectively.

2. The directions in which the strengthening of the various organizations connected with the working of our programme, namely, the village body, the Block Advisory Committee and the District Advisory Committee could in main be divided under the following heads:—

(a) Financial Assistance.

(b) Training for the members of the executives of these bodies.

(c) Technical and Administrative assistance.

3. So far as the financial strengthening of the village bodies is concerned some steps have already been taken by certain States where a part of the revenue collected from an area is given to the village body for development work. In addition to this, as stated in

the earlier paper, a part of the funds available for development under the N. E. S. and the Community Projects could also be placed at the disposal of these bodies. The bodies could also be guided as to the directions by which these bodies can increase their financial resources. These could be, to name only a few, fish culture in the village ponds, management of common village lands, revenue from village forests, etc. etc.

4. Training:

Regular programmes are indicated for the training of Panchayat members and members of these Block Advisory Committees. The training programme could take the form of *ad hoc* training courses in permanent institutions set up for this purpose *e.g.* Janta Colleges, periodical working seminars, educational visits, organization of melas, exhibitions etc. Their actually working the programme under guidance from Government servants would in itself be a good training ground.

5. Technical and administrative assistance:

The services of the technical officers of the various Departments should be fully available to these bodies. In the initial stages it may be that some of the staff which normally is expected to be provided for by these bodies themselves may have to be made available to by the Government agency. In other words, the Government servants should be made as much responsible in making these bodies technically and administratively sound as they are for their own departmental machinery.

6. It was the considered view at a number of inter-State regional Seminars that the judicial and development functions be kept separate and distinct. It is for consideration if this should be adopted as a uniform policy in place of different practices which are followed in different parts.

Item No. III (3) Coordination with the Working of Non-Official Organizations.

Whereas a number of resolutions had been passed at the previous conferences both at the All-India level as also regional seminars, a good deal yet remains to be done to coordinate the activities of the Community Projects Programme with the programmes of the non-official agencies in the country. It is not very uncommon to hear that. "There are no non-official agencies worth the name in our region"; "Non-official agencies are most welcome in our areas"; "We shall be ready to give them whatever assistance they want if they would only ask for it" etc. etc.

2. These remarks raise some fundamental issues. It is a known fact that there are many non-official agencies of an All-India character which have been working in the field of development much before the official programme of the Community Project started. There are people of outstanding calibre with zeal and patriotism outside the Government machinery doing development work through these non-official agencies. They have rich experience at their back. They are not subjected to procedural rigidity which is to a certain extent necessarily a part of any Government programme. If the

available resources of the country and the available leadership both official and non-official has to be utilised to its maximum capacity efforts have got to be made towards active coordination between the working of the Government machinery and other non-official agencies.

3. Most of these organizations have quite ambitious programmes of their own, in most cases more than what their present resources both material and human would permit. The situation, therefore, is that these organizations are not anxious to extend their field of activity. It should be for us to take active steps to persuade these organizations to come and help the Community Projects and N.E.S. Programme. This means that instead of waiting for a move from these organizations, positive move is indicated on the part of the Government agencies to attract these organizations towards the programme.

4. In order to make this coordination more effective and purposeful it may be that in selected areas, at any rate to start with, these non-official organizations could be persuaded to take responsibility for certain activities in our programme. Just by way of illustration a few of these areas of cooperation are indicated below:—

Kasturba National Memorial Trust.—Women's activities. Kasturba centres in the field of maternal and child welfare subsidiary occupations for women, Balwari etc.

Central Social Welfare Board.—Work among women and children, handicapped sections of the society etc.

All-India Women's Conference.—Organization of women's centres, Mahila Mandals, craft training among women etc.

Bharat Sevak Samaj.—Youth and labour camps, organizations of people's participation in works programme etc.

Adim Jati Sangh.—Work among tribal areas.

These are only by way of illustration. There are many more organizations and with each of these organizations well-defined areas of work can always be worked out in which they could be drawn into the programme.

5. Views of the Conference are invited on this subject.

Points raised by delegates for discussion on Item III—People's Participation

Development Commissioner, West Bengal.

Measures necessary for stimulating Government efforts in the implementation of the Community Development Programme in tune with the tempo on the people's front may be discussed so that a concerted approach on an all India basis may be formulated.

[Refer Item No. III(1) and also Item No. I(1).]

Development Commissioner, Saurashtra.

To consider the advisability of scientific study of People's Participation in India.

Local conditions influence people's participation. Mental response is better in some areas, while physical response in others. There is general response on an average in smaller villages where there is no Sawakar or Merchant class leadership. An objective study correlating People's Participation with factors, such as unemployment, general prosperity, local prosperity, degree of literacy, education and leadership may be discussed in order to help evolving better technique of rousing more solid people's participation.

(This is one of the functions of Programme Evaluation Organization).

Development Commissioner, Madhya Bharat.

Procedure to get financial assistance for organizing students camps for which diet charges and contingencies have been transferred to the Bharat Sewak Samaj, should be clarified.

(The procedure is attached.* It is not correct to say that the funds have been transferded to Bharat Sewak Samaj).

Addl. Secretary to Travancore-Cochin Government.

Is it considered necessary to delegate any executive powers to the Project/Block Advisory Committees?

[Item No. III(1) of the Agenda.]

*Applications from high schools are entertained by the Ministry of Education when they are received through the State Governments and of college and University students, when they are routed through the Vice-Chancellor of the University to which they belong. A copy of terms and conditions of grant for holding the camps is attached herewith. (Annexure 'A')

ANNEXURE A

Terms and conditions for grant:

Labour and Social Service Camps

(1) The camp should be held in a village.

(2) Applications on prescribed form (specimen enclosed) should be sent through the State Governments, Vice-Chancellors or Recognised Voluntary Organization.

(3) Two age-groups are envisaged:

(a) 12+to 15.
(b) 15+and above.

Camps for these age-groups should be held separately.

(4) For the age group of 12 to 15, the duration of camp should be 10 days. For 15+ the duration should normally be one month in summer, and at least two weeks in autumn or winter. Campers leaving before the completion of camp period without valid reasons should not be eligible for grant.

(5) Normal strength of a camp should be between 50 and 100, the proportion of non-student youths, if admitted, should not exceed 20 per cent. of the total number of campers.

(6) Wholesome food should be provided.

(7) Health Charts including weight charts should be maintained; health precautions taken, medical aid arranged during camp period.

(8) The site and nature of work should be selected in consultation with the local Government authorities or Community Project Officers and others concerned.

(9) Voluntary local help should be enlisted from the village.

(10) Correct and precise enumeration of work to be undertaken should be furnished for purposes of grant. The application should reach the Ministry at least one month prior to the holding of the camp.

(11) Teachers should invariably be associated with Youth Camps and should act preferably as camp organizers and supervisors. Ratio of supervisors and organizers to campers should be 1:20.

(12) Audited accounts and report of the work done should be furnished within a fortnight of the termination of a camp. The report should contain the salient features of the programme and any other important point.

(13) **Rate of Payment:**

(a) Rs. 1-8-0 for food including expenses incurred on employment of staff for helping in cooking, on hiring cooking material etc.

(b) Rs. 0-8-0 for incidentals including expenses incurred on employment of staff for sweeping, lighting, sanitation etc.

(c) Actual Transport expenses, III class railway fare (Students Concession) or bus fare.

Organizers Training Camps

(i) The trainees should be above the age of 25.

(ii) The duration of the camp should be at least 15 days but normally one month.

(iii) As far as possible, teachers should be enlisted as trainees.

(iv) Syllabus of the training camp should contain items like administration and organization of camps, keeping of accounts, knowledge of village life, nutrition and food values.

(v) Venue of the camp should preferably be a village.

(vi) Number of trainees per camp should be 50. The ratio of instructors to trainees should as far as possible be 1:9, with a minimum of 5 per camp.

(vii) Audited accounts and report of the work done should be furnished within a fortnight of the termination of a camp. The report should contain the salient features of the programme and any other important point.

(viii) Rate of payment:

(a) Rs. 2 per trainee per day for food and incidentals.

(b) Transport Charges, actual bus fare or Inter,-railway fare to trainees.

(c) Transport charges, actual bus fare or 2nd Class railway fare for instructors.

(d) Where actual journey exceeds 12 hours, D.A. of Rs. 2-8-0 per head for trainees and of Rs. 5 for instructors.

Application form for Youth Camps

1. Name of Organization.
2. Name of sponsoring body.
3. Location of Camp:
   (a) Actual place of work:
      (i) whether within Community Project area.
      (ii) National Extension Service.
      (iii) Any other established Social Service area.
   (b) Distance from the nearest Railway Station or Bus Stop.
4. Duration of Programme with dates.
5. Strength of Camp:
   (a) College Students.
   (b) School Students.
   (c) Non-Student Youths.
   (d) Teachers & Instructors.

   Total:
6. Age of Campers:
7. Programme of work (A clear statement of the amount of work to be undertaken.)
   (a) Items:

   1.
   2.
   3.
   4.
   5.
   6.

   (b) Extent of local help anticipated.
8. Arrangement made for the supply of tools & implements from
   (a) State Governments.
   (b) Community Project/Notional Extension Service.
   (c) Any other organization.
9. (a) Names and designation of Supervisors or Organizers in the Camp.

   1.
   2.
   3.

   (b) Names and designation of Instructors.

   1.
   2.
   3.

10. (a) Arrangements for medical aid for Campers.
   (b) Arrangements for water supply and sanitation.

TRAINING

(Item—IV)

Item IV (1)—Institutional Training

In the pages that follow attempts have been made to bring out specific points in respect of the training programmes for the different categories. There are, however, a few important points which apply more or less to all the categories and which deserve special consideration of this Conference.

1. **Minimum standards for recruitment.**—The State Governments should lay down certain minimum standards for each category of personnel and definite systems of their recruitment laid down. Exceptions to the minimum standards should be made only in the exceptional circumstances and with the prior concurrence of authority so designated for the purpose by the State Government.

2. **Pre-training field experience.**—Before the personnel are sent to the Training Centres they should have at least two to three months of field work experience. It is only then that the trainees would be able to take best advantage of the training imparted at various Training Centres. This applies particularly to all categories except the Gram Sevak.

3. **Utilisation of full training capacity.**—Now that a total picture of the programme till the end of Second Five-Year Plan is more or less clear it should be possible to plan ahead the phasing of the training programme. This should enable the State Governments to depute in time candidates at the various courses particularly those that are run on regional basis so that the existing training facilities are utilised to their fullest capacity and that there is no wastage of available capacity.

4.1 **Trainers—the best men available.**—Very best men should be recruited as trainers as the entire future of the development programme very largely depends upon the calibre of these teachers. Very often there is a reluctance on the part of the officers in the regular departments, who may otherwise be very competent, to work at the Training Centres. The factual position needs to be appreciated and certain special facilities offered which would attract really good persons to go and work in the Training Centres. So far as the State managed Institutions are concerned this should present no difficulty. In Regional Centres which are run under the auspices of some private institutions efforts are being made to get people from the field on deputation for work at these centres. Difficulties have been experienced to arrange for such deputation in respect of competent officers having field experience as quite a number of them are temporary Government servants in their respective States. It is for consideration whether the State Governments would not treat such deputation as special case and retain the lien of such officers although they may be on temporary cadre.

4.2 **Training to be kept related to field candidates.**—It is also essential that the training staff should be well acquainted with the field conditions. The requirements in this respect would not be

fully met by drawing teachers initially from among the field personnel. They have got to concurrently keep themselves apprised of the developments in the field which in a dynamic programme like this, changes very rapidly. In order to achieve this there should be a regular system by which the trainers go and stay in the project areas for a definite period every year. It may also be of advantage as recommended by the Bangalore Conference of the Principals of the Extension Training Centres that after a certain period the staff at the Training Centre should be posted back into the field and some new field officers brought to the Training Centre. In this connection, it is suggested that 1/3rd of the staff be interchanged with field officers every year. Frequent visits of the development staff to these Training Centres would also help the training to be kept related to the field conditions.

5. **Technical Departments' help in Training Programme.**—In addition to the permanent staff that is provided for at the various Training Centres it is absolutely essential that some of the top personnel of the development departments of the State should be requested to pay regular periodic visits to the Centres and take up extension lectures. State Governments need to impress upon the Heads of the Departments that in the long run it would be to their own interests if they could influence the working of the training Centres to turn workers which would suit the specific requirements of the field.

6. **Extension Block around a Centre.**—For each of the category of trainees field work experience is an integral part of the training. For this purpose it is essential that there should be a Development Block round every Training Centre. A working relationship should also be established between the head of the Training Centre and the head of the Project to facilitate the practical training programme.

7. **Evaluation.**—Some of the Training Centres have evolved a fairly satisfactory method of evaluating the performance of the trainees and the performance of the training course, with a view to effect necessary changes as indicated therein. A stage has probably come when this needs to be further examined with a view to finding out the extent of effectiveness or efficacy of the training programme. It is, therefore, proposed that this Conference may appoint a small committee to study the working of the various Training Centres and make suitable recommendations to improve the training programme.

Item IV (1) (a) (i)—Review of the Present and Projected Training Facilities for Village Level Workers

To meet the requirement of trained Village Level Workers during the present Plan period, *about* 42 Extension Training Centres are now functioning in the various States. Two more are in the process of inauguration. Of the Basic Agriculture Schools and Wings sanctioned by the Ministry of Food and Agriculture for the initial one year course in Basic Agriculture for Village Level Workers nearly 39 institutions have already been established or recognized while 13 more will be started soon. To meet the additional

requirement of trained Village Level Workers during the Second Plan period in addition to the existing Training Centres and Basic Agriculture course institutions already functioning, the Central Committee has recently approved 18 new Extension Training Centres and conversion of the existing 10 single shift centres to double shift and 41 Basic Agriculture Schools and Wings, intimation regarding which may have been received by the State Governments from the Ministry of Food and Agriculture. The points regarding the working of the institutions for the training of Village Level Workers which require consideration are:—

(i) **Selection of Candidates.**

It has been observed that in quite a few States, normal standard set up for the selection of Village Level Workers in regard to minimum educational qualifications, rural background, age limit etc. has not been adhered to with the result that in such States the standard of human material trained as Village Level Workers is far below the mark. In regard to initial selection which was regularly conducted in the earlier stages by a State Selection Committee also appears to have been eliminated in a good number of States. Instead, this selection has been confined to district level only where a District Selection Committee has been formed with the Collector as the Chairman. In case of candidates drawn from the existing Government Departments, the selection as such, it appears, has been abandoned altogether; heads of the Departments are given the discretion of deputing candidates directly to the Training Centres. It will be admitted that if proper attention is not given to the initial selection of the candidates, the casualties at the Training Centres will be much larger than expected and also energy spent on training may not bear the desired results. Due emphasis is essential in the selection of this vital limb of the programme and the candidates must necessarily be interviewed at some stage preferably by the Development Commissioner himself or his next man as well as by the Director of Agriculture.

(ii) **Period of Training.**

The 18 months duration of the course prescribed for Village Level Workers—one year for Basic Agriculture followed by 6 months for Extension, is not being uniformly observed by the State Governments. In certain cases, the course has been reduced to about 12 months either by reducing an integrated course in Basic Agriculture and Extension combined or reducing the Basic Agriculture Training to 6 months only against the prescribed period of one year. In case, the Village Level Workers have to be really effective in their assignment to render proper help to the villagers, it is not advisable to reduce the prescribed duration of the course below 18 months.

(iii) **Admission Capacity.**

In quite a number of States, the Training Centres have been running far below the sanctioned capacity. The required number of candidates are not admitted though the requirement of trained personnel warrants that recruitment. This has been possibly due to

the fact that the amount of effort required for exploring the availability of suitable candidates was not made by the States concerned. On the other hand, some States in their anxiety to turn out large number of trained Village Level Workers required for the Community Development/N.E.S. Blocks allotted to them have exceeded the capacity of admission to the training institutions set up for Village Level Workers. In a few cases the number admitted at any one time has been so unwieldy that the staff and the training facilities provided for the normal capacity prescribed for the Centre failed to do justice to the training of the candidates with the result that only half-baked Village Level Workers are sent to the training fields. It will be admitted that for a comprehensive training of Village Level Workers the prescribed number in each case should not be exceeded.

(iv) **Training Facilities.**

(a) **Extension Training Centres.**—By now, with a few exceptions, practically all the Extension Training Centres can be said to have been adequately equipped both in respect of instructional staff and training aids. One particular deficiency, however, still persists and that is regarding facilities for field work in villages. It was decided at the last Development Commissioners' Conference that a regular N.E.S. Block be attached to each of the Extension Training Centres, where the trainees can carry out development work as part of their training. This decision has not yet been implemented except in a few States. As the training programme for Village Level Workers is mostly of a practical nature, facilities for regular field work experience have to be provided. This aspect demands immediate attention.

(b) **Basic Agriculture Training.**—Even though by now the institutions allotted for Basic Agriculture training of Village Level Workers to the various States have started functioning, yet, speaking on the whole, the position regarding the provision of training facilities in these institutions are far from satisfactory. There are cases where the school is being run by just a skeleton staff and necessary equipment has not been purchased. It will be appreciated that under no circumstances, the Basic Agriculture training of the Village Level Workers could be sacrificed and for that reason the interests of the Basic Agriculture Schools should be taken care of without further delay.

(v) **Instructional staff.**

The training of Village Level Workers being predominantly of a practical nature concerning problems faced by the villagers, it is imperative that the instructional staff at the Training Centres is drawn from among those who have actually done field service. This may be achieved either by deputing the staff working at the Extension Training Centres to the neighbouring Project areas for a short period or by interchanging the staff at the Centre with the Subject Matter Specialists working in the Project areas. Recommendations on similar lines were also made at the Conference of the Principals of the Extension Training Centres held at Bangalore last year.

To keep the instructional staff acquainted with the various activities of the Project areas, it will also be desirable to organize occasional regional seminars within the State to which the Project staff directly concerned with the various activities may be invited.

(vi) **Contents of Training.**

It may be pointed out that in adopting the broad-based Syllabus recommended by the Ministry of Food and Agriculture for Village Level Workers Training Course the modifications introduced by the State Governments as warranted by local conditions should also essentially include the results of latest research made in different fields. Training in Co-operation should be particularly emphasised as without understanding the principles of co-operation and the working of co-operation during the training period Village Level Workers will fail to bring conviction to villagers regarding the Community Development Programme which is basically a co-operative movement.

In the case of Basic Agricultural Course, it has been observed that in some States some non-agricultural subjects have been included during basic agricultural training. The Basic Agricultural Course for Village Level Workers was recommended for a minimum period of one year to equip the Village Level Workers in the various skills and techniques of agriculture, so that he can effectively help the villagers. This one year course should be devoted entirely for Basic Agriculture Training and the training of Village Level Workers for the multi-purpose role should be taken up only during the Extension Course.

(vii) **Evaluation of the Training Programme.**

Steps are being taken by the Programme Evaluation Organization of the Planning Commission to set up an organization to evaluate the working of the Training Centres. The scope of this evaluation will include method of selection, contents of training followed, methods of training, duration of training, performance of the trainees in the field etc. Meanwhile, the State Governments may also initiate some form of evaluation of the working of the Training Centres with a view to improve the training programme and make it more practical and relative to the actual problems faced by the workers in the field.

(viii) **Supervision.**

With the expansion of the training programme, both Basic and Extension for Village Level Workers in the various States as well as with the recent addition of training wings for other personnel like Block Level Specialists, village artisans, Home Economics course etc., it is imperative that periodic inspection of the various

training institutions by the authorities concerned is made a regular feature. In Part 'A' States, particularly, where the number of training institutions is large enough appointment of an exclusive officer for the purpose of periodic inspection may be justified. In the absence of this vigilance, the target of efficiency may be lost sight of and it may not be possible to keep up the required standard of training.

(ix) **Administration.**

It will perhaps be desirable that the administrative control of the various training institutes now set up is retained under one authority. In most of the States this is not the case. The Extension Training Programme generally continues to be under the Development Commissioner while the Basic Agriculture Training Programme is taken care of by the Department of Agriculture. In one particular State, the control of the Extension Training Centres is also divided between the Development and Agriculture Departments. It is considerable that the Extension Training and Basic Agriculture Training be run under the aegis of one administration.

(x) **Follow-up Programme.**

Some State Governments have initiated the follow-up programme by deputing the Principal and the other instructional staff of the Training Centres to go to the Project areas to see the working of the Village Level Workers in the field. Also, refresher courses have been introduced for Village Level Workers who have functioned in the field for over a year or so by way of collecting them in some central place for a short course of 3-4 weeks. This practice is necessary to be adopted in all the States with profit. In the absence of a regular follow-up programme the Village Level Workers are not only likely to shed their original fervour and enthusiasm for work but also in technical knowledge lag behind.

Yet another aspect of the follow-up programme which needs consideration is weeding out of such Village Level Workers from the field who may have proved unsuitable and uncongenial for their assignment. The State of Madhya Pradesh has taken positive steps in this direction. They have appointed a Committee to weed out those found unsuitable and recommend others who may have proved efficient and good in their work to be brought under permanent cadre. Such recognition of good workers against those who shirk responsibility is very necessary. Example of Madhya Pradesh may be followed by other States, in case no action has yet been initiated by them in this direction.

(xi) **Stipends.**

In regard to the granting of monthly stipend to Village Level Workers during their training period, particularly, those drawn from the existing Departments, varied policies are followed. In some States, candidates recruited from other Departments avail the advantage of full stipend of Rs. 50 per month in addition to their normal pay and allowances during the training period, while in other States, additional stipend is paid only to the extent of Rs. 15 or so per month; in certain cases, no extra allowance is paid at all during the training period. The policy in this regard recommended

by the Ministry of Food and Agriculture *vide* their D.O. letter No. F.5(6)/52-Ext., dated 12.8.52 was that the amount of stipend/ training allowance may be of Rs. 50 per month for each candidate, both in the case of Government servants and those who are not in Government service. This amount was considered necessary for the maintenance of the trainees while under training. A definite policy in this regard needs be considered.

The important points for consideration are:—

1. Proper machinery be set up for the selection of candidates.
2. The period of training should not be reduced below 18 months.
3. Admissions should be confined to utilise the full capacity.
4. An Extension Block should be attached to each Training Centre.
5. There should be an exchange between the Instructors and field staff.
6. The training should be strengthened in the field of Co-operation.
7. The State machinery be set up for supervision and evaluation of the training programme.
8. The administrative control for the basic agriculture and the Extension training should be vested in a single authority.
9. Regular periodical refresher courses should be organized.
10. Unsuitable Gram Sevaks should be weeded out and the rest put on a permanent cadre.
11. The policy regarding the payment of stipend to the trainees be laid.

Item IV (1) (a) (i)—Training of Gram Sevikas

There is a provision in the Community Projects programme for two Gram Sevikas per Block. Sanctions have been issued by the Ministry of Food and Agriculture for starting 18 Home Economics Wings at the existing training centres for the training of Gram Sevikas. The Chief Lady Instructress who will take charge of these Home Economics Wings have already gone through a part of their orientation training course in India as well as abroad. They are at present receiving training in Home Economics at the University of Baroda which would be completed by the end of May this year. During the month of June they will have a final training phase at the Kasturba gram, Indore. It has been programmed that these Home Economics Wings start functioning from the month of July this year.

2. Besides these, two additional training centres have also been programmed—one at Kasturbagram, Indore and another with Shivaji Educational Institute at Amraoti. These two training centres are expected to start early in June this year.

3. The points that need special mention here are:—

(a) Early action should be taken by the State Governments to carry through all the preliminaries so that these Home Economics Wings could start functioning from July onwards.

(b) In order to attract really suitable girls for training as Gram Sevikas an educative propaganda will have to be conducted. A machinery may, therefore, be set up at an early date for the recruitment of suitable women.

(c) There is likely to be a good number of casualities not only during the training period but during the later period as well. To overcome this initially a larger number than ultimately required may have to be commissioned for training.

Item IV (1) (a) (ii)—Training of Block Level Specialists

At the Block level besides the S.E.Os. the other Extension Officers are one in Agriculture, one in Animal Husbandry and one in Co-operation and Panchayat. It is now contemplated that there would be separate Extension Officers for Cooperation and for Panchayats and one in Small-Scale and Village Industries. The training programme for the officers in cooperation and the village industries is dealt with separately in these papers.

Regarding the facilities for training in extension of the Block Level Specialists in Agriculture and Animal Husbandry, necessary sanctions had been issued by the Ministry of Food and Agriculture sometime back for setting up 17 wings along with existing Extension Training Centres. They have also proposed another 16 such wings during the Second Five-Year Plan to meet the requirements.

Very few States have, however, effected this expansion. Against total number of 1585 Block Level Officers in position as on 31st December 1954 only 973 have been trained so far. Besides, there are cases where the training of Block Level Specialists is proposed to be carried out independently of the Extension Training Centres even though it was originally recommended that the training of Block Level Specialists should be carried out along with the Village Level Workers so that they can mutually understand each others' difficulties and establish a relationship which would be helpful when they are both working in the field.

Apart from these regular facilities offered to the State Governments, Ministry of Food and Agriculture had also arranged short Extension courses for this personnel at the Agriculture Institute, Allahabad. At Allahabad, in all eight courses have so far been organized since the month of August, 1953. The last course is due to terminate on 13th May, 1955. Out of the eight courses which were attended by agricultural supervisors only one was specially arranged for the social education personnel working in CD/NES Blocks and the instructors for social education at the Extension Training Centres. About 171 supervisory staff was given this extension training at Allahabad of which 21 were the Social Education personnel.

Yet another course for co-operative supervisors was arranged by the Ministry of Food and Agriculture at Poona where 24 candidates deputed by the various States were trained. Courses in co-operation are being further arranged regionally by the Ministry of Food and Agriculture in cooperation with the State Governments.

The main points that deserve consideration are:—

(i) Expansion of the Extension Training Centres to provide facilities for the Block Level Specialists should be arranged without further delay.

(ii) Training of Block Level Specialists should be carried out along with the Village Level Workers.

(iii) During training of Block Level Specialists, main emphasis would necessarily be the extension approach for their respective subjects, but it would be desirable to give them multipurpose orientation to enable them to have an overall idea of the integrated programme initiated or envisaged under CD/NES.

Item IV (1)(a) (ii)—Training of Extensions Officers for Cooperation and Small Scale and Cottage Industries

I. As mentioned earlier, the necessity of promoting cottage and small scale industries in an increased measure is visualised in the Second Five-Year Plan in the context of solving the unemployment problem in the country. It is, therefore, felt necessary that the Community Project workers should have adequate background, training or reorientation in this important item of the programme of developmental work in the rural area. This was discussed recently by the Chairman, All India Khadi & Village Industries Board, the Deputy Chairman of the Planning Commission and Administrator, C.P.A., and it was decided:

(a) There should be an Extension Officer at the Block level for the promotion of village industries. About 5,000 such officers are required to cover the entire N.E.S. and Community Project areas. The Khadi & Village Industries Board would be prepared to make arrangements for the training of these officers at the rate of 500 per year. To start with, the Board has agreed to take immediately 100 trainees deputed by the State Governments for training as Block Level Extension Officers (Village Industries) in their Central Training Centre at Nasik. Arrangement will also be made by the Board for admitting another 200 Block Level Extension Officers for training within six months. After one year from now, it would be possible for the Board to organize Regional Training Centres to train 500 officers per year. The basic qualification for the Block Level Extension Officer (Village Industries) is that he should preferably be a Graduate or equivalent. Candidates selected for this training should, of course, have the necessary aptitude for working in villages. It is proposed that the training should extend for a period of about one year. Besides training in village industries, the course will also include training in industrial co-operation.

(b) It is also proposed to introduce training in khadi and village industries as a part of the programme of training of Gram Sevaks in all the Extension Training Centres. Necessary assistance for this training shall be given by the Khadi & Village Industries Board. Training in spinning etc., it is proposed, will form as a regular part of the curriculum at the various Extension Training Centres and minimum standards should be laid for the performance of the Gram

Sevaks in this, as is done in the other subjects. At each of these Extension Training Centres, provision should be made for one instructor in khadi, one weaver (artisan) and one instructor in village industries. Whereas it would be possible for the Board to recommend to the State Governments suitable instructors straightaway for khadi and weaving, it may not be possible to get immediately adequate number of instructors for village industries. The latter would be available only after the first batch of Block Level Extension Officers come out of this Central Institute at Nasik. The Board would, however, make efforts to help the State Governments in recruiting suitable instructors immediately also for the purpose. It is also proposed that arrangement would be made for the Gram Sevaks under training to visit one of the nearest Regional Institutes set up by the Board where they would have occasion to see the working of the various village industries. The Board would also try to locate an intensive development block for village industries which is a part of their regular programme around each of the Extension Training Centres where the trainees would have their field experience. Till such time that these blocks are established, this field training will be arranged in the intensive blocks of the Board located near their Regional Training Centre.

(c) **Orientation Training for Instructors.**—In order to ensure a suitable atmosphere wherein it would be possible for the instructor in khadi and village industries to make the basic idea embodied in the programme of khadi and village industries, it was considered necessary that the other instructors, in the Extension Training Centres should also have a sort of reorientation course on this subject. This reorientation may take the form of working seminars, visit or start *ad hoc* training course at the Central and Regional Institutes of the Khadi & Village Industries Board.

II. **Training Programme for the Small Scale Industries Board.**—As discussed earlier, the State Governments would be starting one or two blocks for development of small scale industries, especially in areas where power will be available, for industrial purposes. It is proposed to appoint one Block Level Extension Officer (Small Scale Industries) in these Blocks (in others the Block Level Officers will be for khadi and village industries) and the Small Scale Industries Board have agreed to train these Block Level Extension Officers. It was decided that, in the first year, 200 persons will be trained as Extension personnel in cottage and small scale industries by the four Regional Multipurpose Institutes. Each institute will train 25 persons at a time. Although it is realised that one year's training at least is necessary, it is proposed to start with, that training will be given for six months in the first instance and a refresher course will be arranged for another six months after they work in the field for one year or so. It is proposed to start the training from 1st July, 1955 in case the State Governments agree to this. The Block Level Extension Officers (Small Scale Industries) should have the following qualifications:—

(a) Diploma or degree in Mechanical or Electrical Engineering;

(b) B.Sc. (Chemical Engineering);

(c) Degree in Applied Physics;

(d) Age; Not more than 25 years; and

(e) Aptitude: Ready to stay in villages.

In order to enable these Block Level Extension Officers to handle the promotion of all cottage industries in the block for which they are in charge, the Small Scale Industries Board will see that the training for the multipurpose aspects of development of cottage and small scale industries in rural area will be imparted, in addition to specific training in small scale industries. Such training will specially include information on the activities of the various All India Boards and organisations working for the development of cottage and small scale industries, both at the Central and State levels. Besides, they will also be taught about the existing State Aid Industries Act and Co-operative Acts and Rules in force, particularly for industrial purposes.

Item IV (1)(a) (iii)—Social Education Organisers

Present Facilities

At present there are 5 Training Centres whose capacity has recently been increased to 80 per centre. As on 31st March, 1955, the number of Social Education Organisers under training or trained is 1063 against a total requirement of 1317 for the blocks allotted up to that date. In order to meet the projected demand it is proposed to set up another 4 or 5 centres very shortly. As far as possible such centres shall be set up in association with some existing institutions *e.g.*, Universities having a Faculty of Sociology, or Social Work, Schools of Social Sciences or Social Work as also other private Social Welfare institutions having experience in this field.

2. **Supplementary Training**

In addition a training course was started at Baroda University from 1st of February for a supplementary training of three months for women Social Education Organisers who had earlier training of 5 months at one of the other centres. Arrangements are also being made to start a Centre for supplementary training of three months for Social Education Organizers working in tribal areas.

3. The attention of the Development Commissioners is invited to the following:—

(a) Full use of the present capacity is not being made in a number of cases due to failure on the part of the States to depute the required number of candidates in time for the different courses. It would, therefore, be of advantage if the States could assess their requirements in advance and intimate the same to C.P.A. for each of the subsequent courses it may be possible to utilise the full capacity.

(b) Quite a number of candidates do not possess the minimum qualifications as prescribed with the result that such candidates cannot take the best advantage of the training.

It is absolutely essential that the trainees before being sent over to the Training Centre are put in the field for at least a couple of months. Trainees have been found to take the best advantage only if they had the knowledge of the actual conditions in the rural areas as a result of this field work experience prior to their being deputed to the Training Centre.

4. The other points for consideration are:—

(a) Whether the admission to the various Training Centres, which at present is made on an All India basis should continue or be restricted to the region in which the Centre is located?

(b) Whether the training for male and female S.E.Os should be at the same Training Centre as at present or there should be separate training centres for male and female S.E.Os?

(c) Whether what is intended to be given in the supplementary course for three months should not be combined in the preliminary training for five months for the women S.E.Os?

Perhaps these points could be left to be studied and suitable recommendations made thereof by the Committee of the Development Commissioners suggested earlier to go into the entire problem of training personnel for the C.P.A.

Item IV (1)(a) (iv).—Block Development Officers

Training Facilities.—There are at present three centres for the reorientation training of Block Development Officers. The period of training is six weeks. In all six courses are organised during a year. At each of the courses the maximum capacity is 30. The number of Block Development Officers that have been trained so far is 440 as on 15th April, 1955 against the total requirement of 643 for the blocks allotted till that date. It is proposed to open two more Training Centres in order to meet the requirements of the projected programme during the next Plan period. In spite of the fact that the present capacity is not enough to meet with the requirements it has been observed that even the full capacity is not being availed of by the State Governments. As suggested in the case of Social Education Organisers it would be advisable for the State Governments to plan their requirements of Block Development Officers and place indents in advance on the C.P.A. so that necessary allotment of the seats may be made in time. This may ensure full utilisation of the existing capacity.

2. **Limitations of Orientation Course.**—What is expected of a Block Development Officer could in main be divided under two categories:—

(a) Knowledge of special conditions prevailing in a State, its laws, regulations, customs etc.

(b) The knowledge of the techniques of programme planning and execution and orientation towards village work.

Whereas the knowledge of programme planning and execution and orientation towards village work could be taken care of at a short six weeks' training course at these centres it would certainly not be possible to give them the knowledge which relates to the requirements of their particular State as indicated at (a) in pre-para.

3. **Preliminary Training.**—A number of States have already started their own training centres where these officers get the preliminary training before being sent up to these regional centres for orientation. It is suggested that each of the major States should have their own training programmes for these Development Officers before they come up for the reorientation training.

4. **Pre-Training Field Work Experience.**—It has been found that the full advantage of this training is only taken by such of the officers who have worked in the project areas earlier. Till such time that regular preliminary training is arranged in each State it may at least be ensured that the Development Officers have had at least two to three months' field work experience before coming up for this training.

Item IV (1)(a) (v)—Training of Health Personnel

Expanded Facilities.—The Ministry of Health had offered facilities to expand the existing hospitals and Health Schools to train lady health visitors, midwives and auxiliary-nurse-midwives, for which shortage has been reported by the various States. For the training of lady health visitors, facilities have already been expanded in the existing 7 of the Health Schools in the States of Bombay, Madhya Pradesh, Madras, Punjab, Uttar Pradesh, Hyderabad and Andhra. In West Bengal it is yet to expand. Under the training programme for midwives, existing facilities have so far been expanded in 6 States only. For auxiliary nurse midwives, a part of the expansion programme has been initiated in 16 of the States.

2. **Difficulties in Expansion.**—The main reason for the delay in expanding these training facilities for the health personnel has been the undue time taken in negotiations between the Ministry of Health and the States concerned. Undue time is being taken by the State Secretariats to process the schemes before being forwarded to the Ministry of Health for approval. It is reported that correspondence is still being carried on with the States of Bengal, Rajasthan, Madhya Bharat, Bihar and Mysore, where this training programme has been undertaken only partially or not at all. Yet another difficulty mentioned by some of the States is the non-availability of candidates with necessary basic educational qualification prescribed for different courses, particularly for the lady health visitors' course, for which the candidates are required to be essentially matriculates. It is, however, now under consideration, particularly, since the health personnel will also be required for the N.E.S. Blocks which was not originally contemplated, courses may be undertaken to train auxiliary nurse midwives on a large scale for which the minimum education qualification prescribed is that of middle standard.

The main points requiring attention are:

(i) Provision of training facilities for the health personnel already approved must be implemented without further delay.

(ii) In States where candidates for the lady health visitors' course are not forthcoming in required numbers, the training of auxiliary nurse midwives may be expedited as well as expanded.

Lady Health Visitors

Total number of lady health visitors that would be required by the end of Second Five-Year Plan is 2524. In addition the State Governments have to train this category of personnel for their normal programme of development of maternity and child health services. In addition, 10 per cent. is required for leave, sickness, training, etc. The net annual requirements would be about 440.

Existing training facilities.—There are 9 health schools in the whole country and their total capacity was to train 150 girls per annum but 70 girls were being trained every year. These facilities were expanded with the financial aid from the Government of India so that they will be able to turn out 600 girls as lady health visitors by the end of First Five-Year Plan. Unfortunately 7 out of 9 institutions are taking advantage of financial aid and are training 187 girls for the integrated course of 2½ years. In addition 64 girls who have already completed midwifery training are under training in the lady health visitor's course. This reveals that the schools have not been able to recruit their full quota. Government of Bombay have recruited 20 qualified nurses and Andhra has recruited 10 qualified nurses to undergo 3 months training in public health so that they could be utilised as lady health visitors. Madras is considering this question also.

Points for consideration.—The following steps should be taken to speed up the recruitment:—

(1) By improving the terms and conditions of service.

(2) Will it help if a few more schools are opened in some States to meet the shortages? If so, will that attract more trainees when the present schools are not working to full capacity. What steps should be taken to remedy this?

Auxiliary Nurse Midwives

This category was created as a step-gap to take over the duties of the lady health visitors who are in extreme short supply. The duration of the course is two years as prescribed by the Indian Nursing Council. It was programmed to train 400 auxiliary nurse midwives during the First Five-Year Plan. Out of this number 223 girls are under training in 14 different institutions. Substantial financial assistance is being given by the Government of India to these institutions. Some State Governments have not taken advantage of this training. Correspondence is going on between Central Ministry of Health and some other institutions. It is anticipated that the matter would be finalized in the near future. In case it materialises a number of 344 girls would be trained.

Points for consideration.—Whether training of this category of personnel be continued as a permanent measure? Indian Nursing Council have passed a resolution that in future instead of midwives this category of personnel should be trained. Training period of midwives is 1½ years while that of the auxiliary nurse midwives is 2 years.

Midwives

Total number required by the end of the Second Five-Year Plan period is 10096. Taking into consideration the present position of midwives, it is anticipated that the net annual requirement will be 2000. The existing capacity in different States is 1600.

The Central Ministry of Health had programmed for additional training of 150 midwives during the First Five-Year Plan. Out of this number 85 girls are under training in different States. It may be mentioned here that some State Governments have intensified training of midwives with the aid from W.H.O. and U.N.I.C.E.F. to meet their increasing requirements for the non-community project areas.

Points for consideration.—Intensification after the present training is over. Will the State Governments consider changing over to auxiliary nurse midwives as resolved by the Indian Nursing Council.

Training of indigenous Dais in the rural areas

Care of the expectant mother and the infant is fundamental for the development of satisfactory health programme and as such must receive the highest priority. It is felt that there should be at least one trained dai for every V.L.W. circle; this will necessitate training of 50,000 indigenous dais. As such attention must be paid to the training of indigenous dais already working in the villages so that they are able to give better service. Later this training will have to be intensified so that there is at least one trained dai for a group of 3 to 5 villages. Every village has an untrained dai at present. We want her to continue her trade but she should get some training for better and cleaner service. The Central Ministry of Health have a scheme for training of 3500 dais already and the C.P.A. has requested that training of 50,000 dais may be taken up. This scheme has not been finalised yet. In the meantime Maternity Centres in the community development areas should continue to train local indigenous dais.

Points for consideration.—State Governments should take steps to train as many local dais practising in the community development areas as possible. The training can be given at the Primary Health Centres, Maternity Homes and Maternity Sub-Centres in the development areas.

Orientation Training in Public Health

Government of India have set up three training centres to give public health orientation to the medical and health personnel working in the community development areas and others who may have to be posted to these areas. These centres are located at

Najafgarh (Delhi), Singur (Calcutta) and Poonamallee (Madras) and each centre has a capacity to train 50 candidates. Each course is of 8 weeks duration and 4 such courses have to be conducted at each centre giving a total out turn of 600 personnel every year. These centres have been functioning for the last about 16 months. The total number of personnel trained so far is 295 and 76 are under training. It will thus be seen that the numbers that are being trained are far below the number that can be trained. Total number of different categories of health personnel that are to be trained by the end of the Second Five Year Plan are :—

Doctors	..	2524
Sanitary Inspectors	..	2524
Ladv Health Visitors	..	2524
Midwives.	..	10096

Stipends

Each candidate receives a stipend of Rs. 75/- P.M. from the Medical Officer incharge of the training centre. State Governments have to incur expenditure on travelling allowances.

Points for consideration.—What are the difficulties in the way of taking advantage of these facilities? Further if all the State Governments agree to depute candidates, it will be necessary to consider the question of expansion of these training facilities as number required is far greater than what can be trained at these three training centres.

Item IV (1)(a) (vi)—Overseers

At the last Development Commissioners' Conference at Ooty it was observed that there was an overall shortage of Overseers in most States. In spite of this, it was suggested that it would be advisable to organise a course for the training of multipurpose Overseers for such of the States as may be in a position to spare candidates for this training. Two action points arise out of this, namely;

(a) Increasing the existing facilities for the training of Civil Overseers, care being taken to remodel the syllabus in a manner that these Overseers would be more useful for work in the rural areas than has been possible with Overseers hitherto.

(b) Arrange some orientation course for the existing Overseers so as to make them fully equipped to handle the various multi-purpose workers in the Project areas.

2. **Long-term plan for adequate training facilities.**

So far as the increasing of the existing facilities are concerned the Ministry of Education have under consideration a proposal to start another 40 schools for this purpose. The capacity of each of the schools would be 80 out of which 40 would be Civil Overseers. If this scheme goes through it is expected that these schools would start functioning from 1956 so that the first batch of Overseers

would be available by 1959. The output of the Civil Overseers in the year 1954-55 was 1586 whereas the new entrants for this year have been approximately 4,000. It is estimated that with the additional facilities now proposed by the Ministry of Education along with the normal increase in the capacity of the existing institutions, it would be possible to meet the current requirements of the country from 1959 onwards.

3. On an average it has been estimated that not more than about 10 per cent. of the new Overseers are available for appointment in N.E.S. and Community Project areas. This is on account of natural attraction towards work in regular P.W.D. Departments and in multi-purpose projects. This indicates that there would continue to remain a shortage till 1959 when the new institutions would start turning out increased number.

4. **Interim Training Arrangements**

In order to cover the shortage from now till 1959, it is proposed to conduct short *ad hoc* training course for these Overseers. The course would extend over a period of 18 months and would be conducted at the existing Engineering Institutes in various States. Two such courses with a capacity of 50 each are proposed during this period at each Institute. In fact a number of States have already started on such a condensed course and the others have suggested to the C.P.A. for taking a lead in this direction.

5. It is now for the consideration of this Conference whether—

(a) such a condensed course to fill in the immediate shortages would be advisable? If so, would it be possible to start it by January, 1956.

(b) the State P.W.D. would be prepared to take these semi-trained persons on their regular cadre as fully trained Overseers. If not, whether it would be advisable at a later stage when fully trained Overseers are available that these persons are put through another condensed course of an year and recognised as fully trained Overseers.

6. The contents of this *ad hoc* training are being worked out by the Ministry of Education in consultation with the other technical Ministries concerned. It may be possible for the Government of India to render financial assistance for running these *ad hoc* training courses.

7. **Reorientation of existing personnel**

Coming to the question of reorientation of the existing Overseers a suggestion has already been made in earlier papers to conduct a short course to start with at Delhi, and subsequently in other regional centres. The contents of this training have also been indicated there.

8. Views of the delegates are invited on the advisability of starting such a course.

Item IV (1) (b)—Training of Village School Teachers and Panchayat Members, Members of P.A.C., Vikas Mandals, Shibirs etc.

At the third Development Commissioners' Conference it was recommended that the training of village school teachers should be organised through specially trained staff in the multi-purpose facets of rural development. Reports from various State Governments indicate that there is a lot yet to be done in this field. Some States have, however, organised training camps for these village school teachers.

2. **Village Teacher—the keyman**

It is the village teacher alone from whom the various activities could radiate at the village level. It is, therefore, essential that his training in the various facets of rural development should form a very important activity in our programme. Arrangements should be laid for every school teacher in the block to go through a short-term training course. The time has come when there should be regular training programme laid down for all the Panchayat members, the Vikas Mandals etc.

3. **Janta Colleges**

Janta Colleges already set up in the States could be utilised for conducting regular courses for the village school teachers, Panchayat members etc. If needs be more Janta Colleges could be opened for this purpose or alternatively a special wing may be attached to the Extension Training Centres where these courses could be organised.

4. The points for consideration, therefore, are:—

(a) whether it is absolutely essential that every village school teacher and every member of the Panchayat executive or the Vikas Mandal should be given training in the multi-purpose facets of rural development?

(b) If so, to what extent this training could be conducted at the Janta Colleges. Alternatively would it be advisable to start a special wing at the Extension Training Centres for conducting these regular courses.

(c) Should the institutional training of all these or some of these categories be replaced by organisation of Shibirs as has been done in certain States? It is felt that an approach through "Shibirs" could serve the purpose so far as the members of Panchayats etc. are concerned but for the teachers it would be better to organise regular institutional courses at every Janta College or in the special wing set up for this purpose at the Extension Training Centres.

Item IV (1)(c)—Training of Village Leaders and Young Farmers.

Training camps

Programme for the training of Village Leaders has been initiated in quite a few States either as a part of the local seminars organised in different project areas or exclusively as an independent programme. By bringing leaders of the village community and the Project Officers into direct and intimate contact, special training camps organised for Village Leaders help in preparing them and

through them the village communities for spontaneous participation in development activities.

The main objectives of the programme generally are:—

(i) To impart to the Village Leaders knowledge of the community development programme and the ideology behind it;

(ii) to explain by demonstration and observation the various types of village development activities, the improved methods of work in Agriculture and other allied fields;

(iii) to teach them how to prepare programme of development activity for their own families and for the village as a whole.

2. Detailed reports are available regarding the organisation of village leaders' camps in some States *e.g.*, Bhopal and Madhya Bharat. The Programme Evaluation Organisation of the Planning Commission has also made very useful observations regarding the effectiveness of these camps in Bhopal. Some of the important points made therein are:—

(i) In selecting the candidates, it may perhaps be unavoidable to draw upon the existing leaders who generally belong to comparatively well-to-do classes in the village. Attempts should, however, be made to bring in persons from the lower economic and social strata including artisan class as well. Care also may be taken to select some of the younger elements who are eager to learn and who can later be active participants in development effort. It is also desirable to select such young enthusiastic people, who have a reputation for personal honesty and who stand above party factions and rivalries. The selection may be effected through the villagers representing institutions like Panchayats and Vikas Mandals etc.

(ii) Organisation of these camps should be mostly during off-season and these may not be organised too frequently. In some States these camps were organised one following the other with the result that except the first two camps, the other camps had to be organised only by one man since the various Subject Matter Specialists could not visit these camps in addition to their normal work in their respective fields.

(iii) While the main programme of training may centre round Agriculture, some handicraft or village industry should also be taken up which besides being a useful diversion during the camp, will also bring about an awareness regarding the introduction of village industries for villagers to take up during their spare time.

3. Young Farmers' Clubs

In addition to the organisation of the leaders' camps efforts have also been made in a number of States towards the development of young farmers by organising their clubs etc.

4. Systematic Programme—to help people throw up leaders

A stage has now reached when the programme for the development of village youth leadership needs to be organised on a systematic basis. Experience in other parts of the world has shown that the major contributions for the long range success of extension work in citizenship development and the improvement of agriculture practices for food production and living standards has been through persons who are thrown up as natural leaders in the process of the organisation of youth activities. Young people respond very quickly to improved practices and in so doing in an organised manner they throw up their leaders. In other words, the organisation of youth activities acts as a process for the training of future village leaders.

5. Special Officer for activities among Village Leaders and Young Farmers

It is for consideration whether a special officer should not be appointed in the State who should concentrate on this vital aspect of village development work and help the development staff in the blocks in their problems of organisation and leadership for village youth activities.

Item IV (1) (d)—Pre-training field work experience and apprenticeship after training

Pre-training field work

At a number of places in the earlier papers the matter of ensuring field work experience for the project personnel before they are sent up for regular training has been stressed. It is suggested that this conference make a special recommendation that in future no trainees would be sent to any of the regional or All India Training Centres unless they have had a certain minimum field work experience in the project areas.

2. Apprenticeship after training

There is another aspect of training which deserves consideration by this conference. Whereas every effort is made at the training centres to create situations which would be very near to the conditions in the field, it would be almost impossible to attain this to a fuller degree. At the Centres the trainees even where there is an N.E.S. Block attached to it do not intimately know the working of the project nor can they participate in the day to day problems and their solutions during the training period.

3. In order to ensure that these trainees are equipped to handle effectively field situations it may be possible that after they come out of these training centres, they are attached as apprentices to certain working projects before being deputed to the new areas.

4. This apprenticeship training, if agreed to, will need to be very carefully planned. The apprentice during this period should not only act as attache to any project but should be as regular worker in the project programme.

5. Such an apprenticeship would perhaps be very useful for, say, S.E.Os and B.D.Os. Certain projects in a State may have to be carefully selected for this purpose and B.D.Os and certain specialists in these blocks specially trained to handle this apprenticeship training.

6. If the line of approach is agreed to in principle this subject could also be handed over to the small committee proposed earlier for detailed examination.

Item IV (2)—In-service Training

(a) Refresher courses.

(b) Periodical meetings and seminars.

(c) Study tours.

(d) Melas.

No training institutions can claim to turn out a finished product at the end of the institutional training period. They can at best claim to prepare a grounding for future training in the field. In fact every worker has to be a trainee throughout his period of work since training is a continuous process. Although everybody does learn while in service but if this aspect of his training could be guided better results could be achieved. A well regulated in-service training programme is, therefore, absolutely essential for workers at all levels. The main objectives of this training would be:—

(a) to continuously feed the personnel with the latest technological developments.

(b) to help the personnel in finding solutions to the practical difficulties confronted by them in the field.

2. This in-service training may take any or all the following forms:—

(1) Refresher courses.

(2) Periodical meetings and working seminars.

(3) Study tours.

(4) Organisation of exhibitions etc.

3. **Refresher courses**

The importance of the refresher courses was realised by the delegates to the third Development Commissioners' Conference. It was then felt that it could be timed to a later date as the Training Centres were not considered to be fully established to bear the additional burden. The conference had, therefore, then recommended the organisation of in-service training programme by peripatetic training parties. So far not many peripatetic training parties have been organised in the States.

It is, therefore, for consideration whether a time has not come when these refresher courses should form a part of the regular programme. It is proposed that every year a short-term refresher course should be organised at the training centres for Village Level Workers, Social Education Organisers and the Block Development

Officers and other Subject Matter Specialists. Additional facilities, if required, at the existing Training Centres to handle this programme may have to be provided for. Incidentally, the assembly of field workers for these refresher courses would help the institutions in keeping currently apprised of the field conditions.

4. Periodical Meetings and Seminars

Conference and Seminars offer the best medium in the following way:—

(a) to exchange information and ideas about various aspects of the development programme,

(b) to help find solutions to difficult problems through group discussions leading to group decisions,

(c) to develop a spirit of comradeship among the workers at various levels.

Inter-State Regional Seminars.

In pursuance to the recommendations of the Ooty conference 6 Inter-State Regional Seminars were organised by the C.P.A. during the last year. The persons participating in these seminars included Development Commissioners, Collectors and District Development Officers, a few Subject Matter Specialists, Social Education Organisers and Village Level Workers. Few non-official members of the Project Advisory Committees from each State were also invited at these seminars in addition to representatives of all India non-official organisations. These seminars have proved to be extremely useful.

It is now for consideration whether during the next year similar Inter-State Seminars should be organised by the C.P.A.

Intra State Regional Seminar.

Quite a number of States have organised Intra-State Seminars. They are becoming integral feature of the programme. In Bombay Intra-State regional seminars were also held. They were attended by all functionaries from the Collectors down to the Block Officers. Below the State level also, seminars are being held at the district and at the block levels. The entire programme of these seminars needs now to be put on a regular basis. The following points are, therefore, proposed for consideration:—

(a) At each of the seminars at various levels non-officials at that level be invited for participation. This would help not only in reducing the mental difference between the officials and non-officials but also help materially in bringing a popular touch to the deliberations at these seminars and also help in educating non-officials in the implications of a programme of this nature.

(b) In an integrated programme like this, except in a very few cases, seminars for only one class of people would not generally prove to be very useful. Every seminar should, therefore, represent a cross section of the workers at various levels.

(c) Seminars at the block level may be organised once in a month, at the district level once in three months, at the State level once in six months and at the regional level once every year.

(d) The dates for these seminars should be arranged in such a manner that at a particular seminar the problems which have been thrown up by the seminar at a level below it, could be taken up for discussion. For instance before an Inter-State Regional Seminar is arranged it would always be advisable for the State participating in the seminar to have held their State seminars and had brought up certain points which may be of interest to other States as also points on which they would like a discussion and its possible solution at a regional level.

5. **Study Tours.**

Study tours can serve a very powerful medium of any inservice training programme. At practically every inter-State Regional Seminar, the delegates had recommended the organisation of more study tours for the project personnel. Apart from being educative in character such tours would also serve as a reward for good work done.

Here again although study tours have been organised by the various States this programme needs now to be put on a regular basis. The following suggestions are offered for consideration:

(1) A certain number of persons in a block in rotation be sent every month to other blocks in the district.

(2) One person from each of the blocks in a district rotation may be sent to other districts in the State every quarter.

(3) The State should send a team consisting of a few officials from each district to other States every six months.

(4) C.P.A. may organise an all India tour of a few officers from each State every year.

6. **Melas and Exhibitions.**

One of the most effective means by which enthusiasm of the people can be aroused is through organisation of melas and exhibitions. Joy and gaiety prevail in such gatherings and nothing is more welcome to the people in rural areas than the prospect of festivals or melas. Those melas can combine education with entertainment.

Various aspects of village life may be brought out through varied programmes of entertainment. Produce competitions, cattle shows, baby shows, wrestling matches can be organised on such melas. Entertainment may be provided in the form of Mushairas, humorous skits, dance recitals, folk songs, cinema shows etc. Prizes may be awarded in different fields *e.g.* for those who have done outstanding work in certain fields etc. It may perhaps be of considerable advantage if combined programmes could be had for organisation of melas and exhibitions, the shibirs or the training camps of the village leaders followed by a seminar of project personnel.

There are quite a number of days when melas are held traditionally. These could be reorientated to be of a better use to the people and answer the needs of the developed programme.

Item IV (3)—Staff for Organising Training Programmes in the States

The future progress of the Community Development and its efficiency would very largely depend upon the quality of the training imparted to the project personnel for various categories. Elaborate arrangements are, therefore, being made by the Central Organisation and every State Government towards increasing the training facilities both in terms of quality as also in quantity. This training includes both institutional training as also inservice training as discussed in earlier papers.

2. The work involved in the supervision and providing of the technical guidance to all these training programmes is of such a heavy magnitude that it would be almost impossible for Development Commissioners to make effective contribution in this direction. It is, therefore, proposed that the Development Commissioners' staff should be strengthened by a person of the rank of a Deputy Development Commissioner or in some bigger States a Joint Development Commissioner responsible for the training programmes. At a later stage as these programmes further increase it may be found necessary to strengthen even this new functionary with persons at lower levels.

3. Views of the Development Commissioners are invited on this subject.

NOTE ON PROBLEMS AND DIFFICULTIES OF EXTENSION TRAINING CENTRES AND STEPS TO OVERCOME THEM AND MAKE THEM FUNCTION BETTER.

Now that the Extension Training Centres have been functioning for some time and experience has been gained as to their working, it may be necessary to enumerate some of the basic problems and difficulties that these institutions are facing and suggest possible solutions to these. It may also be desirable to mention certain steps that may be taken with a view to enliven the atmosphere round these training centres and to keep them always on the *qui vive*. People intimately connected with the work of these centres feel that the taking of these steps is essentially in order that the institutions do not fall into the usual rut which other educational institutions doing routine teaching generally fall into. Some of the problems experienced during the past few years' working of the Extension Training Centres and certain suggestions for improving the work at these institutions are given below:—

(1) It is the common experience that the staff drafted from the parent departments to these centres have not been given any attractive terms. Very often there are no housing facilities available for the staff members and they do not get any advance in their pay when they are transferred from district head-quarters or better places to these institutions which are generally right in the villages and have few facilities for education of children, health amenities and so on. Many of the Principals are on the same and in certain cases even on a somewhat reduced pay when they have joined, the centres. This matter needs very close examination and a firm decision has to be taken that the instructors at the training centres should get essential amenities and a suitable rise in pay in order to keep them contented and to enable them to give of their best in the discharge of their very onerous duties. Many of the Principals have little or no financial and administrative powers and they have to seek orders for small things. This again creates delay and leads to frustration. They should be given adequate powers and treated with the dignity due to heads of educational institutions.

(2) Generally these institutions are under the Development Commissioners. Now that the N.E.S. Blocks and the training centres have operated for a number of years it is proper to examine whether an interchange of the project and the training centre staff, whenever necessary, will not lead to better teaching. The Development Commissioners know the quality of the project staff. They also know the quality of the training centre staff. In the background of their experience of the working of the projects and the centres they will surely be in a position to know whether some people in the training centres are not up to the mark and should be replaced by the more suitable departmental persons working on the projects. In fact, the best thing will be to have a system in which the Development Commissioners and the Secretaries together with the heads of the Development Departments may hold joint consultations and see to it that the right type of persons with adequate scientific background and field experience are assigned to the training centres. This is all the more necessary because there may be brilliant men in the districts about whom the Development

Commissioner may not be in the know, he being concerned only with the blocks and the projects. Another reason why this will lead to satisfactory results is that whether one accepts or not there is generally a tendency for a department to transfer only the indifferent staff and those that may not have done well in the parent departments when requests for staff are received from other agencies.

(3) Very often when opportunities occur in the parent departments for promotion the men that have gone across to the community development work or to the National Extension Service blocks are forgotten and on some plea or another local arrangements are made. This needs looking into carefully. There must be a firm decision that those who are selected for work on the projects and on the blocks mechanically get their promotions when occasions arise in their parent departments.

(4) The training centres may organise assembly of farmers at the Centre on appropriate occasions like local festivals and fairs. Small exhibitions may be held at this time and the staff and the trainees and the farmers all join hands to make these Farmers' Days a great success. In this way, atmosphere will be built round these centres and the people living round will feel that it is their own. During these periods popular lectures may be arranged for the farmers and they may be shown educational and other films.

(5) All these points mentioned above have been emphasised and stressed in the recommendations of the two conferences of the Principals of Extension Training Centres. These recommendations have gone out to the Development Commissioners. These are reiterated here because unless these are carefully gone into and given effect to these training centres may, in the long run, become routine institutions carrying on with a programme of training with half-hearted men who have no interest in their job.

Points raised by Delegates for discussion on Item IV.—Training:

Development Commissioner, Mysore.

Social Education Organisers may be given training allowance in order to maintain themselves at the Training Centres during their training as well as maintaining their families in their respective home towns.

[The allowance has already been recommended *vide* C.P.A. letter No. CPA/101(8)/54-TP dated 8-4-54. Some State Govts. have already made provision for this.]

(ii) Personnel may be trained before they are appointed (as in the case of Village Level Workers) as it will help a great deal in organising the work quickly and on proper foundation. Provision for meeting the pay of the in-servicemen during the period of their training may also be made.

[Yes. Refer notes on Item IV(1) of Agenda].

(iii) Arrangements may be made to give orientation training to the personnel of the several development departments working in the Project areas. There is at present no arrangement to give such training to the personnel of the departments like medical, public health, engineering, animal husbandry, cooperatives, etc., that are working in the Project areas.

[For Medical and Public Health staff three Orientation Centres have been set up. For Agriculture, Animal Husbandry, etc., special Wings are being created in the Extension Training Centres.]

Deputy Development Commissioner, Uttar Pradesh.

How frequently should Refreshers' Course be held for the various categories of workers in Community Project and National Extension Service Blocks?

Should it be institutional training or merely practical training in the field, or both?

[Refer Item IV(2) of the Agenda.]

(ii) Should purely technical problems and questions relating to the latest trends and researches in the technical fields be discussed in Seminars or not?

[A good suggestion. May be taken up under Item IV(2)(b) of the Agenda.]

(iii) Is it necessary to lay down a standard programme for Village Leaders' Camp?

If so, what should be the contents of the programme?

[See Item IV(1)(c) of Agenda].

(iv) In view of the acute dearth of Overseers, Public Health and Veterinary staff and in view of the difficulties which are being experienced by the State on account of limitation of resources, the Government of India should share the cost of training the required number of personnel for the Community Projects and National Extension Service Programme.

[This has already been agreed to by Govt. of India, in principle and in act assistance to State Govts. is already being given].

Development Commissioner, Punjab.

Mobile exhibitions should be organised.

[Item IV(2)(d) of Agenda].

Director of Development, Rajasthan.

Training programme for Social Education Organisers should be so phased that the trained Social Education Organisers are available at the time of commencement of work.

[Advance planning by the State Govt., is indicated].

Addl. Secretary and Addl. Development Commissioner, Travancore-Cochin.

(i) What are the proposals of the Food and Agriculture Ministry to supply adequate number of Gram Sevaks for the Blocks to be opened during the Second Five Year Plan Period.

[Refer Food & Agriculture Ministry's letter No. F.14(3)/55-Edn. dated 21-4-55].

(ii) The admissions to the Basic School and the minimum to the Extension Training Centre are 120 and 80 respectively. It is not possible for the State which has only one Basic School to supply the required number of trainees to the Extension Training Centre regularly. The number of Basic Schools or the number of admission should be increased.

[For appropriate action by the State Government].

Deputy Secretary to the Govt. of Orissa.

(i) C.P.A. may take up the training of Accountants recommended at the Third Development Commissioners' Conference at Ooty; or sanction a scheme for the purpose and meet the expenditure if they wish the States to undertake this work on their behalf.

[This is the responsibility of the State Government].

(ii) There is an acute shortage of Engineering Overseers. C.P.A. may set up one or two Training Centres where Matriculates may be taken from such of the States as may work to join in the scheme to be trained as sub-overseers in a one-year course.

[The scheme is already under consideration—Item IV(1)(a)(vi) of Agenda].

Development Commissioner, Madhya Bharat.

Seminars are necessary but are fairly expensive and it is not possible to meet the costs from N.E.S./C.D.P. budgets. A way should be found for meeting the expenses of such Seminars.

[Item IV(2)(b) of Agenda].

Development Commissioner, Madhya Pradesh.

A Training Centre may be established in the State to accelerate the orientation training of Health Personnel.

[The present capacity of the three training centres is not being fully utilised. More centres could be opened at a later stage, if found necessary].

Deputy Development Commissioner, Assam.

The Government of India may agree to bear a substantial portion of the additional expenditure involved in the training of Gram Sevaks in Basic Agriculture, who have not so far been so trained.

[Being examined separately by Ministry of Food and Agriculture].

PERSONNEL

(ITEM—V)

Item V—Personnel

(I) Review of the Staff Position

With the expansion programme ahead and the increasing tempo of development activity, it is important that effective measures are taken to ensure the availability of adequate staff properly trained in extension methods to meet the demand from time to time. There is at present a shortage of trained personnel in varying degree from State to State, and also within specific field of activity in each State, *vide* statement attached. The shortage is particularly acute in regard to Veterinary Doctors, Doctors, Lady Health Visitors, Overseers, Midwives. Both short-term and long-term measures are necessary to meet the existing shortages, and also to provide for future requirements. Following steps are suggested:—

Short-term measures.

(i) Re-employment of retired technical personnel till fresh trained persons are available.

(ii) Suitable grant of allowances and housing facilities especially in regard to doctors, midwives, sanitary inspectors, health visitors.

(iii) Employment of semi-trained persons as a temporary measure and offering them guarantee for further training after the emergency is over.

Long-term measures.

(i) Planning of future estimated needs of trained personnel and arranging for their training by expanding existing institutions and/or by opening additional institutions wherever necessary.

(ii) Making it obligatory as in Madhya Pradesh, for applicants for admission to Medical and Agricultural Colleges to sign a bond agreeing to serve in rural areas, if required after completion of their course of studies.

2. In view of the increasing importance of promoting small-scale and cottage industries, it is necessary to consider appointing one Extension Officer for village industries for each National Extension Service Block and one Extension Officer for small-scale and cottage industries for each Community Development Block. This subject is dealt with under a separate item.

3. At the Ooty Conference a recommendation was made that State Governments should aim at a coverage of about 500 families per Village Level Worker. Difficulties if any, in the practical adoption of this coverage may be discussed at the Conference.

4. Community Projects Administration has been sending periodically statements obtained from Director General, Resettlement and Employment about the number of personnel of various categories

available at Employment Exchanges for employment. It would be of interest to know as to the extent to which Director General, Resettlement and Employment's organisation has been useful in helping States to locate suitable candidates. It is also for consideration whether it would not be advisable to notify all vacancies in the first instance to the Employment Exchanges.

Item V(2)—Permanency of Service

In the meeting of the State Development Commissioners held in New Delhi on November 12, 1954, it was agreed that—

> "State Governments should consider the question of giving security of service to the staff and making them permanent as far as possible having regard to their work and other relevant considerations".

It is important that any feeling of uncertainty of employment is removed as early as possible. In consequence of the decision of the Government of India to share 50 per cent of the recurring expenditure on 'personnel' as per National Extension Service staffing pattern *vide* Community Projects Administration's letter dated 13th November, 1954, it is essential that State Governments consider initiating action to confirm temporary employees with good records in permanent and quasi-permanent posts.

Item V(3)—Channels of Promotion

The necessity for giving promotions based on merit was emphasised in Administrator's D.O. letter No. PS/CP-938, dated October 8, 1953. The matter was also discussed at the Third Development Commissioners' Conference, wherein it was agreed that State Governments would consider the question of promotion of staff.

The grant of accelerated promotions to persons doing outstanding work in their respective fields will, besides providing the necessary incentives, create an atmosphere of healthy competition and assurance that if one does outstanding work, the system will itself provide adequately for promotion to higher levels of responsibility.

The channels of promotion for different categories of personnel is to be determined by the State Governments. It is suggested that the Gram Sevaks may appropriately be considered eligible for promotion to the posts of Subject Matter Specialists and Block Development Officers. States may, therefore, consider indicating clear channels of promotion in respect of the Gram Sevaks and other project personnel.

As regards technical staff, they would be borne on their respective departmental cadres and will get promotions in their respective departments according to rules.

In this connection, the Bombay system of giving certificates for outstanding work and accelerated promotions to those who earn 3 such certificates is suggested for adoption by other States. The procedure adopted in Madras where Village Level Workers have been classified under two groups, one "Senior" and the other "Junior" with corresponding adjustment in scales of pay is also commended for adoption.

Statement showing the position of Extension Staff as on 31-12-54 — *Provisional* (19-3-55)

COMMUNITY PROJECTS ADMINISTRATION

Serial No.	State	B.D.Os.		V.L.Ws		Ag. Extn. Officers		Veterinary Doctors		Co-operative & Panchayat Inspectors		Social Education Organisers	
		Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage	Staff in position	Shortage
1	2	3	4	5	6	7	8	9	10	11	12	13	14
1	Andhra	33	..	389	18	34	1	33	2	33	2	72	..
2	Assam	30	..	443	6	28	..	22	6	21	7	59	1
3	Bihar	33	..	424	4	28	..	21	8	23	8	60	4
4	Bombay	80	..	594	..	67	..	51	3	50	4	89	..
5	Madhya Pradesh* . .	48	..	544	44	46	..	48	..	44	2	56	40
6	Madras	63	..	605	13	68	..	55	1	54	5	80	47
7	Orissa*	13	1	205	55	15	1	6	2	8	..	32	..
8	Punjab*	25	1	416	34	26	..	9	17	8	18	49	8
9	Uttar Pradesh . . .	94	..	1,489	..	120	..	120†	..	120	..	162‡	87
10	West Bengal	26	..	330	94	18	8	17	9	12	14	37	21
11	Hyderabad	30	..	309	44	33	..	30	..	30	..	62	..
12	Madhya Bharat . . .	19	..	270	15	13	6	2	11	8	..	40	..

1	2	3	4	5	6	7	8	9	10	11	12	13	14
13	Mysore	17	..	186	..	15	..	1	..	9	6	33	..
14	PEPSU	14	..	174	3	18	6	4	..	1	11	28	1
15	Rajasthan	36	..	439	6	34	1	9	..	20	9	62	8
16	Saurashtra	11	..	97	69	8	7	1	..	7	4	18	5
17	Travancore-Cochin . .	13	..	178	34	16	..	5	5	7	6	32	..
18	Ajmer	2	..	30	..	2	..	2	..	2	..	5	..
19	Bhopal	9	1	200	..	10	..	10	..	9	1	29	..
20	Coorg	4	..	37	1	2	1	..	3	..	3	4	3
21	Delhi	1	1	30	..	2	..	4	..	2	..	2	..
22	Himachal Pradesh . .	10	..	192	..	9	1	1	3	8	2	21	1
23	Kutch	3	..	40	..	7	2	..	..	..	..	7	..
24	Manipur *	1	..	26	..	5§	..	1	..	1	..	3	..
25	Tripura	2	..	30	..	2	..	1	1	..	2	5	..
26	Vindhya Pradesh* . .	6	..	90	..	9	..	1	2	..	..	10	2
27	N.E.F.A.	3	..	22	..	9	..	2	..	..	..	5	..
28	Jammu & Kashmir . .	12	1	244	..	3	10	5	10	..	13	2	25
	All States—TOTAL .	638	5	8,013	440	647	44	461	83	477	117	1,064	253

*Position as on 31-8-1954.
†Includes Senior Stockmen.
‡Excludes 111 Field Officers appointed under Social Education.
§Multipurpose Zonal Supervisors.

Item V(4)—Cadre of Reserve

State Government may consider the building up of Reserve Cadres for Key Personnel employed in the Community Project and National Extension Service Blocks, so as to provide for continuity of services as by sudden departure of some of the key functionaries such as Village Level Workers on leave, or otherwise, considerable dislocation of work is often caused. The other Village Level Workers who are entrusted with the additional charge till a substitute is appointed, are not able to cope up with the additional burden, firstly because the area of their operation becomes unmanageable, and secondly because they do not feel responsible for the work in the area which has only temporaily been put under their charge. To provide against such contingencies, it is considered that a Cadre of Reserve, of certain categories of Key Personnel, more particularly Village Level Workers, should be built up in each Project/Block.

2. Mr. Albert Mayer in one of his recent letters had suggested creation of a special reserve to the extent of 10 to 15 per cent of the present cadre at all levels for purposes as given below:—

> "We are all agreed that refresher courses or camps are indispensable for workers in the field. These men can replace the men absent from their blocks to attend these camps."

> "Our men in projects, especially at the A.D./or group level, do not generally have the special skills or training that certain Blocks require *e.g.*, poultry-rearing and marketing, bee-keeping and marketing, horticulture, boys' clubs work, etc. I would have the training of these special "Reserve" men carried on so that each one attained one of these skills. As the total period during which they would be called upon to replace them away for refresher training will be limited to only a couple of months a year, they could for the remainder period be deputed to one or several projects where their special skills could be immensely helpful. This would be a most important function, because the present half-baked way in which such important projects are conducted, is a waste of money and a frustration to all concerned—particularly because there usually is a felt need for such special items in certain areas and certain classes (e.g., Muslims, Harijans)."

> "There are other alternative functions, also important, for this 'Reserve' which may be even more critical than the second one just noted. But I will not develop them here—the main point being that if this idea appeals to you, you will certainly think of better answers just as an example, another such function is the important one of "Field trials" which we so badly need to supplement available research."

The views of the delegates are invited on this subject.

Points raised by Delegates for discussion on item V.—Personnel

Deputy Secretary to the Government of Ajmer

Only 10 Village Level Workers for one N.E.S. Block are not sufficient, and at least 26 Village Level Workers are necessary. It may be discussed whether funds required for the additional Village Level Workers could be debitable to the N.E.S. budgets which are shared between the State and the Centre or will have to come purely out of the State Budget.

[Refer note on Item V(1) of the Agenda].

Deputy Development Commissioner, Assam

On the basis of 500 families per Village Level Worker as recommended at the Third Development Commissioners' Conference at Ooty, 26 Village Level Workers are necessary. The ceiling on staff may therefore be substantially raised to implement this coverage.

[Refer note on Item V(1) of Agenda]

Director of Development, Rajasthan

Instead of 10, 15 or more Village Level Workers should be provided for each N.E.S. Block and the administration set up as given in the Blue Pamphlet revised accordingly.

[Item V(1) of Agenda].

Addl. Secretary to Travancore-Cochin Government

(i) Is it left to the individual States to fix pay scales of various categories of officers in the Projects/Blocks/Training Centres, within the ceilings prescribed by Government of India under "personnel".

[Yes. See Budget Manual].

(ii) Can State Government appoint additional staff within the prescribed ceilings?

(Yes)

(iii) Should duty allowance be given to staff in order to keep up their aptitude and devotion to duty?

[For consideration by State Government].

(iv) How is it possible to consider promotion of Gram Sevaks as Social Education Organisers, Agricultural Extension Officer, etc., when qualifications both academic and technical, are different for both.

[Item V(3) of Agenda].

(v) As houses for staff out of loan funds bearing interest are found to be prohibitively costly, cannot the Government of India advance these loans without charging any interest?

(The question of providing long term loans at reasonable interest is under consideration).

Development Commissioner, Madhya Pradesh

10 Gram Sevaks per Block is inadequate. This number should be increased to conform to the recommendation of the 3rd Development Commissioners' Conference. Extra expenditure involved

should be shared between Central and State Government in the same pattern as at present.

[Item V(1) of Agenda].

Development Commissioner, Madhya Bharat

The number of Village Level Workers provided for each N.E.S. Block *viz.* 10 is inadequate and due to limited funds, it is not possible to increase this number, which is necessary to implement the recommendation of the 3rd Development Commissioners Conference that 500 families per Village Level Worker should be a manageable charge.

[Item V(1) of the Agenda].

Deputy Development Commissioner, Uttar Pradesh

What concrete steps should be taken to associate schools, colleges and technical institutions in preparing and selecting personnel for the Community Project, National Extension Service and Training Programme?

[For inclusion under Item V of the Agenda].

NOTE BY SHRI H. DAVENPORT, ADVISER TO CPA ON "EMPLOYMENT".

The Conference notes with concern the persistent and growing shortage of suitable personnel for employment under the C.P.A. and the N.E.S. It appreciates that this is because simultaneous demands for such employees are arising in other projects under the Five Years Plan and from other parts of the public and private sectors. It also notes with interest that efforts are being made by Government to draw up a Manpower Budget and that one of the agencies through which manpower data with regard to supply and demand is being collected, is the Employment Service of the Ministry of Labour.

The Conference further observes that the Ministry of Labour has provided at the Employment Exchanges a useful pool register in which the particulars of persons seeking employment under the C.P.A. and the N.E.S. can be recorded and maintained until suitable vacancies in local or distant areas occur. It also notes that arrangements exist at Exchanges for the circulation of unfilled vacancies throughout the country. Keeping these points in mind the Conference recommends that applicants who apply direct for employment under C.P.A. and the N.E.S. should be habitually referred to register with the Employment Service and that all vacancies that occur in the projects should be notified to the Employment Exchanges.

EVALUATION
(ITEM VI)

Item VI(1)—Criteria for Success

The criteria that has so far been followed to assess the achievements of projects are:—

(a) Physical achievements.

(b) Government expenditure.

(c) People's participation in the programme.

(d) Staff in position.

It was felt that these criteria should give a fairly good picture of the performance of an area for the purposes of self-evaluation.

If there are any other suggestions which the delegates may have to offer by way of criteria which would lend itself to quantitative assessment it would be welcome.

Item VI(2)—Administrative Intelligence Unit under Development Commissioners

A comprehensive self-contained Draft Manual on Administrative Intelligence has already been forwarded to the State Governments along with this Administration letter No. CPA/51/55-PPB, dated April 5, 1955. The Manual outlines the scope and content of administrative intelligence in relation to administrative planning and action, reviews the existing system of reporting, examines the records, returns and reports maintained and prepared at different levels, and makes certain recommendations with regard to organisation and training for handling the work relating to administrative intelligence. The Manual also discusses, at some length, the various aspects of the quarterly progress report, techniques of processing and analysis of data and problems of fixing targets. The central objective of the Manual is to emphasise that comparative analysis of progress between States (on the all-India level), between Blocks (at the State level), and between villages (at the Block level) will offer a ready appraisal of effort between different units at the same level and will, in the long run, serve to push the average performance upward approaching more or less the objective of optimum performance by all.

2. Chapter **X** (final Chapter) of the Manual bears the title "Summary of Action Points" in which are listed a number of points arising out of the Manual in respect of which specific action is required by the Central Government and/or State Governments. In this note it is proposed to draw particular attention to some of these points mentioned below, on which further discussion may prove useful. Discussions on other points in the Manual or otherwise would also be most welcome.

A—**Records, returns and reports:**

(i) Regarding basic survey and planning, State Governments have not carried out survey for most of the community projects/development blocks and N.E.S. blocks allotted to them from time to time. Immediate steps should be

taken to prepare the survey reports in the prescribed proforma.

(ii) It is important that the Village Level Workers keep record of their activities and other relevant information in standard forms and registers. Ultimately, much of the factual reporting, including monthly and quarterly progress reports, will have to be built up from these records. State Governments may, therefore, kindly ensure that the Village Level Workers make careful use of the various forms and registers prescribed by the Programme Evaluation Organisation of the Planning Commission and incorporated in the Draft Manual of Village Level Workers Records (C.P.A. Series No. 34).

(iii) The system of monthly progress report, which was initiated some time ago with the specific objective of getting a quick, over-all, qualitative assessment of the progress made in several important fields of work during a particular month, has served a useful purpose. With the programme gaining in momentum, it is felt that from the point of view of C.P.A. Headquarters, monthly progress reports are, perhaps, no longer required. The State Governments may, however, continue to get these reports from the blocks—both community development and N.E.S.—for their own review of the programme; and

(iv) For purposes of administrative planning and action and for reviewing the progress of work, expenditure etc. under the programme, quarterly progress reports are considered to be the reports of the greatest importance. A revised proforma for quarterly progress reports for both community projects/development blocks and N.E.S. blocks stating clearly the information required under various heads has been prepared. Detailed instructions for filling up the proforma have been given in paragraph 11 of Chapter VI of the Manual (pages 32—37) where an attempt has also been made to define and explain, as fully as possible, the major items in respect of which some doubts seem to exist or may arise. If the Development Commissioners so desire, questions relating to the preparation of the quarterly progress report may, perhaps, be examined in greater detail by a Sub-Committee of the Development Commissioners attending the Simla Conference.

B—Assessment of progress:

At present the C.P.A. Headquarters is preparing State-wise and field-wise assessment statements in respect of what are known as "key indicators" of progress (18 items for community projects/development blocks and 14 items for N.E.S. blocks) on the basis of information furnished at the block level. It will be of great advantage if the State Governments also adopt the same technique with such modifications as may be necessary and prepare *block-wise* assessment statements for their own States. The possibility of extending the method to the village level within individual blocks may also be examined so that there may be a uniform stream-lined system of analysis throughout the country—from top to bottom.

While preparing their assessment statements the State Headquarters and the Project/Block Officers will, perhaps, require a larger number of items for assessment of progress at their respective levels. In other words, the number of items selected as progress indicators should increase progressively as we go down the line from the Centre to the village. A number of additional items under different heads have been indicated in page 43 of the Manual for inclusion by the State Governments and Project/Block Officers in their intensive analysis of progress.

C—**Fixation of targets:**

State Governments and Block Development Officers should work out detailed realistic quantitative targets of expenditure and physical achievements in respect of all major activities under the programme. In addition to targets for the entire programme period, there should be quarterly and annual Plan targets which should take into account, among other things, the need and opportunity for work during the period in question and the seasonality and other factors effecting each major activity under the programme. As far as possible, these targets should be built up from the village upward.

D—**Miscellaneous:**

(i) It is understood that the Government of Uttar Pradesh has introduced a system of fortnightly meetings of the VLWs at the Project/Block Headquarters in which a detailed daily programme of work adopted to the particular needs and resources of each village is allotted to each V.L.W. for execution during the next fortnight. The VLWs maintain a daily record of their activities. At the next meeting the work done during the previous fortnight is reviewed and instructions given for the programme of work in the next fortnight so as to complete the monthly programme. The monthly meetings are quite important in as much as they facilitate group discussions and exchange of experience, particularly with regard to the difficulties encountered in carrying out the programme and finding out ways and means of overcoming them. The system may, perhaps, be introduced with advantage in all States.

(ii) With the gradual expansion of the community development and N.E.S. programme in the Second Five Year Plan, the present distinction between project and non-project areas (and project and non-project "inputs") within a district will more or less disappear in the near future. It is envisaged that under the expanded programme, the Collector or the Deputy Commissioner in-charge of the district will act as the co-ordinating authority for the entire developmental programme within the district just as the Project/Block Officer is at present the co-ordinating authority for the programme at the Project/Block level. It is, therefore, desirable that the authorities at the district level begin to take an increasing degree of responsibility not only for administrative action like co-ordinating the work of the various departments but also for work relating to administrative intelligence,

namely, keeping an up-to-date record of progress in all the community projects/blocks and N.E.S. blocks within the district, reviewing the progress of implementation and drawing the attention of higher authorities to any aspect of the programme where special assistance from outside is needed.

(iii) The Programme Evaluation Organisation of the Planning Commission has recently concluded a comprehensive rural survey, called the Bench-Mark Survey, in all the 19 Evaluation blocks located in the community development project areas and national extension blocks. The objective of the survey was to obtain information on (i) the extent of people's participation in the improvement practices and in works of community development and (ii) the effects of adoption of such practices upon production, income, employment and levels of living of rural population. The information collected under the Bench-Mark Survey will soon be available for purposes of planning and other uses. Such surveys are, no doubt, very useful. The State Governments may like to consider conducting similar surveys of their own in other project areas not covered by the P.E.O. in order to be able to arrive at correct conclusions about the impact of the programme as a whole.

3. Chapter IX of the Draft Manual deals with organisation and training in connection with the work relating to administrative intelligence. The nature of work required to be done at the State Headquarters, as indicated above and explained more fully in the Manual, would seem to require, for expert handling, the services of an adequate and competent staff consisting of economists and statisticians. The details of requirements would, no doubt, vary from State to State. It is not possible, nor is it desirable, for the Centre to suggest any set pattern of organisation and functions for the States. The minimum programme of work which is considered absolutely essential and the lines on which future work should be developed have already been indicated in the Manual. It is for the State Governments to formulate their own proposals and take action on them in the light of the suggestions made. The Centre will, of course, be glad to assist if any assistance is needed.

4. What seems most important and long overdue is that an early beginning be made in this direction. At the Third Development Commissioners' Conference held in May, 1954, the need for an Administrative Intelligence organisation at State level was stressed. It was recommended that the unit should be headed by an official who is a trained statistician and that he should be assisted by a statistical assistant and an assistant-*cum*-draftsman. It is not known what action has been taken by the State Governments on this recommendation. It is suggested that the proposed organisation may be integrated with the Statistical Departments/Bureaus, if any existing in the States as a special cell attached to the Development Commissioner.

5. It is also felt that it will be a distinct advantage to appoint a Statistical Assistant at the project/block level. He should be familiar

wih normal statistical work relating to the filling up of forms, proformas, returns etc. It is very desirable that he, too, should be a trained person. The complexity of statistical work required to be done at the block level would seem to require some degree of specialisation. Until such time as a Statistical Assistant is appointed at the block level, we feel that the Head Clerk or Head Assistant in the office of the B.D.O. should receive the necessary training in the work involved.

6. We have been considering for sometime past a proposal to arrange a programme of training at the C.P.A. Headquarters in New Delhi for the training of junior statisticians at the Centre and the States who are engaged or likely to be engaged in the administrative intelligence work. The object of training will be to evolve common methodology and develop a uniform system of reporting, processing, compilation and analysis of data from the Centre down to the block so that we may all know that we speak the same language when we speak in figures. The period of training need not exceed 15 days or, at the most, one month at a time. Other details of the programme like course of training etc. can be worked out if the suggestion is acceptable to the State Governments. The advantage of organising the training centre in New Delhi is that apart from the limited facilities which the C.P.A. Headquarters has to offer, we will have the benefit of guidance of the Central Statistical Organisation and other Departmental statisticians. It is hoped that the State Governments will make full use of the facilities offered and, in order to do so, will proceed forthwith with the appointment of the necessary staff.

Points raised by Delegates for discussion on Item VI—Evaluation

Deputy Development Commissioner, Uttar Pradesh

Is it necessary to associate prominent non-official workers and representatives of public opinion with the Evaluation Organization at the State and Project level?

If so, what should be the specific role of the non-official members?

[Refer Item VI(2)of Agenda].

(ii) What should be the standard organization at different levels for the evaluation work in the Community Project, Intensive Development and National Extension Service Blocks?

[Refer Item VI(2)of Agenda].

Deputy Development Commissioner, Assam

Points arising out of Programme Evaluation Organization Report for the period October 1953 to March 1954.

(The various points raised are covered by the appropriate items on the Agenda).

Government of Bombay

The following may be discussed at the Conference:

(1) Proforma for Quarterly Progress Reports for Community Development Projects/Blocks;

(2) Proforma for Quarterly Progress Reports for N.E.S. Blocks.

Monthly reports involve considerable labour both at the project as well as the State level. Besides it is felt there is an element of subjectivity in the assessment as what may be "fair" to one may look "poor" to another. Monthly reports may therefore be discontinued.

The proforma for Quarterly Progress Reports for Community Development Projects/Blocks and also N.E.S. Blocks also needs simplification.

[Item VI(2) of the Agenda].

Fourth Development Commissioners' Conference to be held at Simla from 9th to 12th May, 1955

PROGRAMME

9th May, 1955.

11-00 A.M. First Plenary Session.

(*i*) Opening Remarks by the Chairman.
(*ii*) Finalisation of Agenda.
(*iii*) Review of Progress by Administrator.

1-30 P.M. Lunch.

3-00 P.M. Meetings of the Sub-Committees :

Sub-Com.	*Item No.*	*Subject*
1	I (3)(*a*)	Agriculture & Animal Husbandry.
	I (3)(*d*)	Irrigation & Communication.
	I (3)(*e*)	Rural Housing .
	I (3)(*f*)	Health & Sanitation.
2	I (3)(*g*)	Social Education.
	I (3)(*h*)	Work among women & children.
3	I (4)	Publicity & Public Relations.

7-00 P.M. Variety Entertainment.

8-30 P.M. Dinner.

10th May, 1955.

9-00 A.M. Second Plenary Session to consider :

(*i*) Item No. I(2) Report of the Programme Evaluation Organisation.
(*ii*) Recommendations of Sub-Committees 1, 2 & 3.

1-00 P.M. Lunch.

2-30 P.M. Meetings of the Sub-Committees :

Sub-Com.	*Item No.*	*Subject*
4	II	Planning of C. P. & N.E.S. Programme.
5	III	People's Participation.
6	IV (1)	Institutional Training.
7	VI	Evaluation.

7-00 P.M. Variety Entertainment.

8-30 P.M. Dinner.

11th May, 1955.

9-00 A.M. Third Plenary Session to consider recommendations of Sub-Committees 4, 5, 6 & 7.

1-00 P.M. Lunch.

2-30 P.M. Meetings of the Sub-Committees :

Sub-Com.	*Item No.*	*Subject*
8	I (3)(*b*)	Cottage & Small Scale Industries.
	I (3)(*c*)	Co-operation.
	I (3)(*i*)	Additional Programme to relieve unemployment.
9	IV (2)	In-Service Training.
10	V	Personnel.

7-00 P.M. Variety Entertainment.

8-30 P.M. Dinner by C. P. A.

12th May, 1955.

9-00 A.M. Fourth Plenary Session to consider.

(*i*) Recommendations of Sub-Committees 8, 9 & 10.
(*ii*) Any other subject with the permission of the Chairman.

12-00 NOON Concluding Remarks by the Administrator.

3-00 P.M. Cultural Programme at Theog.

8-00 P.M. Dinner.

13th May, 1955. Visit to Bhakra-Nangal (for those who desire).

Fourth Development Commissioners' Conference at Simla 9th to 12th May, 1955

Members of Sub-Committee No. 1

Item No. 1(3)(a)—Agriculture and Animal Husbandry

Item No. 1(3)(d)—Irrigation and Communications

Item No. 1(3)(e)—Rural Housing

Item No. 1(3)(f)—Health and Sanitation

CHAIRMAN

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7. Shri T. N. Bhattacharyya, West Bengal.
8. Shri S. Dixit, Uttar Pradesh.
9. Shri M. S. Haq, Uttar Pradesh.
10. Shri R. B. Saxena, Uttar Pradesh.
11. Shri S. K. Dey, I.C.S., West Bengal.
12. Shri Subramanian Naidu, Andhra.
13. Shri T. N. S. Raghavan, I.C.S., Madras.
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16. Shri A. P. Dewan, Ajmer.
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24. Shri Mahabir Prasad.
25. Shri N. P. Dube.
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Members of Sub-Committee No. 2

Item No. 1(3) (g)—Social Education.

Item No. 1(3)(h)—Work among women and children.

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29. Shri G. H. Po Saw.
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33. Shri Krishan Chand, I.C.S.
34. Shri A. R. Deshpande.
35. Miss Parin Vakharia.
36. Shri E. W. Franklin.
37. Shri Pandit Patankar.
38. Shri D. Roy.
39. Dr. T. A. Koshy.
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Members of Sub-Committee No. 3

Item No. 1(4)—Publicity and Public Relations.

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Members of Sub-Committee No. 4.

Item II—Planning of C.P. and N.E.S. Programme.

CHAIRMAN

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Members of Sub-Committee No. 5

Item III—People's Participation.

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25. Shri K. A. Ayer.
26. Shri K. L. Nanjappa.

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27. Shri S. N. Bhattacharyya.

Members of Sub-Committee No. 6

Item No. IV—Training.

(i)—Institutional Training.

CHAIRMAN

1. Shri S. Chakravarty, I.C.S., Andhra.

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13. Shri Zahir Ahmed, Hyderabad.

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20. Shri N. P. Dube.
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C.P.A.

22. Shri Krishan Chand, I.C.S.
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24. Shri J. Mehta.
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26. Shri R. A. Zubairy.
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28. Mrs. S. Bhatia.
29. Pandit Patankar.
30. Col. Barkat Narain.
31. Dr. T. A. Koshy.
32. Prof. A. R. Wadia.
33. Shri K. G. Bhandari.

Members of Sub-Committee No. 7

Item VI—Evaluation.

CHAIRMAN

1. Shri V. S. Hejmadi, I.C.S., Adviser, Planning Commission.

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15. Shri Mahmood Ali Khan, Hyderabad.
16. Syed Ghulam Ahmed, Jammu and Kashmir.
17. Shri Bhatt, Rajasthan.

PLANNING COMMISSION

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19. Dr. V. Nath.
20. Shri S. N. Gupta.

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22. Dr. B. Ramamurthy.
23. Shri A. S. E. Iyer.
24. Shri S. N. Dhar.

C.P.A.

25. Dr. Subhas Dhar.

Members of Sub-Committee No. 8

Item I (3)(b)—Cottage and small-scale industries.
Item I (3)(c)—Co-operation.
Item 1 (3)(i)—Additional programme to relieve unemployment.

CHAIRMAN

1. Shri B. R. Tandon, I.C.S.

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7. Shri M. Abdussalam, Travancore-Cochin.
8. Shri B. N. Tandon, Uttar Pradesh.
9. Shri G. Venkatachalapathy, Madras.
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18. Shri K. A. P. Stevenson, Uttar Pradesh.
19. Shri Zahir Ahmed, Hyderabad.
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27. Shri L. N. Renu.
28. Shri K. L. Nanjappa.
29. Shri A. S. E. Iyer.
30. Shri V. A. Choudhry.
31. Shri H. Davenport.

C.P.A.

32. Shri Krishan Chand, I.C.S.
33. Shri P. M. Mathai.
34. Shri R. A. Zubairy.
35. Shri K. G. Bhandari.
36. Shri Pandit Patankar

Members of Sub-Committee No. 9

Item IV (1)(a)—Review of the present and projected training facilities for Village Level Workers etc.

Item IV (1)(c)—Training of Village Leaders and Young Farmers.

Item IV (1)(d)—Pre-training field work experience and apprenticeship after training.

Item IV (2) —In-Service Training.

Item IV (3) —Staff for organising training programmes in the States.

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9. Shri N. E. S. Raghavachari, I.C.S., Madras.
10. Shri B. M. Vencoba Rao, Bhopal.
11. Shri P. S. Bapna, Madhya Bharat.
12. Shri C. L. Kapila, Himachal Pradesh.
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19. Shri A. P. Dewan, Ajmer.
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27. Shri N. P. Dube.

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29. Shri A. R. Deshpande.
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31. Shri D. S. Sinha.
32. Miss Parin Vakharia.
33. Mrs. S. Bhatia.
34. Shri S. N. Tamhane.
35. Prof. A. R. Wadia.
36. Dr. T. A. Koshy.

CHAIRMAN

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2. Shri J. Barua, Assam.

MEMBERS—STATES

3. Shri M. S. Randhawa, I.C.S., Punjab.
4. Shri Subramania Naidu, Andhra.
5. Shri A. B. Malik, Himachal Pradesh.
6. Shri B. Mukherjee, I.C.S., Orissa.
7. Shri Iftikhar Hussain, Uttar Pradesh.
8. Shri A. K. Mustafy, Ajmer.
9. Shri B. G. Khabade, Kutch.
10. Shri M. G. Shah, Saurashtra.
11. Shri Mahesh Chandra, Himachal Pradesh.
12. Shri H. C. Jethi, Kutch.
13. Shri S. P. Mushran, Madhya Pradesh.
14. Dr. R. B. Lal, Bihar.
15. Major V. S. Sundaram, Manipur.
16. Shri A. L. Nair, Orissa.
17. W/C. Ramunny, Tripura.
18. Shri T. N. Bhattacharyya, West Bengal.
19. Shri S. K. Banerjee, West Bengal.
20. Shri T. C. Gue, Vindhya Pradesh.
21. Col. P. N. Luthra, N.E.F.A.

PLANNING COMMISSION

22. Dr. V. Nath.
23. Dr. T. Laxhminarayana.

MINISTRIES OF GOVERNMENT OF INDIA

24. Shri R. C. Dutt, I.C.S.
25. Shri R. K. Chatterjee.
26. Shri S. P. Mehta.
27. Shri J. M. Trehan.
28. Shri R. C. Suri.
29. Dr. T. R. Tiwari.
30. Shri D. Raghavan.
31. Shri K. A. Ayer.

COMMUNITY PROJECTS ADMINISTRATION

32. Shri U. L. Goswami, I.C.S.
33. Shri R. Jagannathan.
34. Shri S. N. Bhattacharyya.
35. Col. Barkat Narain.
36. Dr. Subhas Dhar.

1. *Recommendations of Sub-Committee No. 1*

Item No. 1 (3) (a)—Agriculture & Animal Husbandry
1 (3) (d)—Irrigation and Communication
1 (3) (e)—Rural Housing
1 (3) (f)—Health and Sanitation

2. *Recommendations of Sub-Committee No. 2*

Item No. 1 (3) (g)—Social Education
1 (3) (h)—Work among women and children

3. *Recommendations of Sub-Committee No. 3*

Item No. 1 (4)—Publicity and Public Relations.

Fourth development Commissioners' Conference held at Simla 9th to 12th May, 1955.

Recommendations of Sub-Committee No. 1 on

Item I (3)(a)—Agriculture and Animal Husbandry.
I (3)(d)—Irrigation and Communication.
I (3)(e)—Rural Housing.
I (3)(f)—Health and Sanitation.

Item I (3)(a):

(i) Seed Multiplication:

The approach indicated in the Memorandum is generally endorsed by the Sub-Committee. They would further recommend that when seeds are procured from outside areas care should be taken in selecting areas with similar soil and climatic conditions. It would be preferable also to try out seeds obtained from outside before distributing these to the farmers or multiplying them. The ultimate objective should be to grow and multiply all the seeds in the State itself. As regards multiplication and distribution of seeds this can be left to Co-operative in areas where agriculture is sufficiently advanced but in less advanced areas this should be primarily the concern of Government. It would not always be necessary to have a farm in each NES Block. The details of the arrangements for raising sufficient nucleus seeds and multiplying these so as to reach the target of covering the entire Block in a period of 3 to 4 years should be left to each State Government. Financial assistance should be available from the Central Government under the Second Five Year Plan.

(ii) Mixed and Diversified Farming:

The Committee is of the opinion that although the cereals position is now much more satisfactory than before the time has not yet arrived when a positive switch-over from the cultivation of cereals to protective foods could be advocated. For the present the emphasis should continue on growing more food. Together with this the raising of protective foods should also be emphasised. Mixed farming should, wherever possible, be propagated. The main difficulty would arise if economic factors go against raising of certain crops. There should also be some propaganda for inducing the farmers to grow for their own consumption some of the protective food such as vegetables, fruits, fish, and poultry. The success of diversified farming would to a certain extent depend on the success of industrialisation in the Second Five Year Plan without which there will be serious danger of prices of food crops slumping.

(iii) Agricultural Implements:

The Committee agreed that some survey of indigenous implements is necessary but the survey need not be on a very elaborate scale. The knowledge that would be gathered from the survey should serve as a basis for conducting further research with a view to improving indigenous implements. The manufacture of the improved varieties should be decentralised and as far as possible arranged through existing village blacksmiths. Attempt should be made to link up this with the village and cottage industries programme. It would be necessary to give a small subsidy to help the extension of the improved implements among the cultivators. We should not at this stage encourage the use of more expensive and elaborate machinery which has to be imported. Co-operative Societies and Panchayats may be encouraged to stock implements and hire these out to their members or sell them on a hire-purchase basis. Subsidy suggested above may also be given through these institutions.

(iv) Consolidation of Holdings:

This Committee considers that consolidation of holdings is an essential factor for bringing about a systematic and long term improvement of agriculture and recommends that all State Governments accept the policy of consolidation of holdings and take immediate steps to implement it. An NES Block should be the unit area for consolidation work. The unit should be a village. Necessary legislation should be enacted for the purpose and the administrative organisation, with adequate strength and properly trained, should be set up to carry through the programme. Most of the States would need considerable assistance, technical as well as advisory, from the Ministry of Agriculture.

Consolidation of holdings would take us a step farther towards the objective of co-operative farming which should be the next step to be aimed at.

(v) Improvement of Live-Stock:

Most States are still experiencing considerable shortage of pedigree breeding bulls. It is suggested that surplus States, like East Punjab and U.P. should be helped and persuaded to expand their programme of breeding of pedigree stock as much as possible so that the supply for the deficit States may improve. The suggestion for improvement of local breeds by selective breeding in the area itself is endorsed by the Committee. As there is shortage of the most favoured breeding bulls, it is suggested that other bulls of somewhat better pedigree should also be used, such as Sahiwal, Sindhi, and Tharparkar. Artificial insemination should be used to the maximum extent possible as it has been found to be a good substitute for natural breeding.

Animal nutrition should be taken up as a serious programme on a countrywide basis during the next Five Year Plan. The Departments of Agriculture, Animal Husbandry and Forest should come together and work a joint programme in this regard.

The recommendations are accepted that there should be a poultry hatching centre at the headquarters of each Block with incubators fed by eggs from a Central Poulty Farm and that compact blocks should be saturated with improved breeds.

Item I (3)(d):

(i) Improvement of Irrigation water conveyance:

The Committee agree that due importance should be attached to repair to existing water courses and the construction of new water courses wherever this will increase the area of irrigation from an existing Project or will make it more assured. Lining of channels can come afterwards as this is more expensive and it is doubtful whether at this stage the local people can be induced to accept responsibility for their maintenance.

(ii) Maintenance of minor irrigation works, roads and equipment for roads and minor irrigation:

(a) Most States have legislation for ensuring maintenance of the irrigation works. Those that have not, should consider the necessity of having such legislation.

Small works which will be within the competence of the Panchayats to maintain should, as soon as possible, be entrusted to them for maintenance and wherever it is necessary to empower the Panchayat to levy water-rate to enable them to maintain the works; legislation for the purpose should be enacted. The maintenance of other bigger schemes should be the responsibility of the State.

(b) It is agreed that roads which are being metalled under the Community Projects Programme will have to be maintained by the P.W.D. In respect of roads which will finally have to be transferred to P.W.D., care should be taken to acquire sufficient land on the sides of the roads from which earth could be taken for maintenance of the road. Lower category roads which correspond to roads of the local bodies should be maintained by them. Maintenance of village roads should be entrusted to Panchayats.

(c) The entire equipment obtained from abroad is being fully used in all the States. Some of the States have adequate facilities for training their personnel. Others should take advantage of the training being organised by CPA. All the States realise the importance of having or setting up proper workshop facilities for maintenance and servicing of the equipment. Such of the States as do not have these facilities should establish them at an early date. The responsibility for maintenance of this equipment should be entrusted to the Departments concerned.

Item I (3)(e):

(i) Strengthening of technical staff in States—Rural Housing Cell

(ii) Training of existing staff in self-aided Housing programmes:

There should be provision for improvement of rural housing in the Second Five Year Plan. We should proceed with small improvements, such as, use of bricks in place of mud, tiles in place of thatch, drainage and sanitation, and provision of smokeless *chullas*.

It is suggested that a provision of rupees one lakh per block, out of which 25 per cent should be given as subsidy and the rest as loan, should be made. This is exclusive of what would be needed for constructing staff quarters. It would be desirable to have engineering staff especially for rural housing.

Item I (3)(f):

Was not taken up for want of time.

Recommendations of Sub-Committee No. 2 on

Item No. 1(3)(g)—Social Education

Item No. 1(3) (h)—work among women and children.

Item No. I (3)(g)(i)

Administrative set up in the State—District Social Education Organiser

The Committee noted that the Planning Commission had recently sent a letter to the State Governments regarding the necessity for the provision of a District Social Education Organizer for each district in every State. The Committee was in agreement with this provision and considered that it would meet a long felt demand because the subject of social education had assumed specialist proportions. The Committee went on to consider the functions and qualifications of the District Social Education Organizers. The recommendations of the Committee are as follows:—

(a) **Qualifications.**—The minimum basic qualification should be the holding of a degree. Candidates should possess field experience preferably in C.P. and N.E.S. areas and should have knowledge of local conditions and customs of the people. This applied particularly to the North East Frontier Agency where experience has shown that the success of social education work depended primarily on the familiarity with the tribal customs and usages and the extent to which he has been able to win the tribal people's confidence. In addition to this a candidate should possess the requisite aptitude for rural work.

(b) **Functions.**—His primary function would be to execute the State plan of social education in the district in areas which have been covered by C.P. or N.E.S. blocks. He will be responsible for planning, organising, supervising and executing the social education programme in the entire district with particular reference to the C.P. and N.E.S. areas. It was considered desirable that the District Social Education Organizer should take direct charge of a village or group of villages wherein he should implement the social education programme under his personal direction and supervision. This will give the District Social Education Organizer practical experience of problems in implementing the social education programme so that he can then plan on a realistic basis.

It was considered essential that the District Social Education Organizers should be given suitable training to befit them for the task. It was realised that the training of these District Organizers may take some time. They should be appointed to districts as and

when trained candidates become available. The appointment of the District Social Education Organizers in the States will, therefore, be on a phased basis according to the availability of the trained personnel.

The Committee, however, considered that it was desirable to appoint as early as possible an officer of appropriate status (corresponding to Deputy Director or Joint Director) under the Director of Public Instruction at the State level. This officer would be specifically concerned with the planning and direction of the social education programme of the entire State. Until the District Social Education Organizers are available, it will be necessary to place the Social Education Organizer under the control of the district officers of the Education Department. Care should be taken that he is made sufficiently familiar with the social education problems.

As regards the relation of District Social Education Organizer with the various Social Education Organizers in a district, the Committee felt that the former should maintain the necessary technical control over the Social Education Organizers in the field and provide them with the necessary direction and guidance. However, the Social Education Organizers should be under the immediate executive control of the P.E.O. as the case may be in the same manner as other subject matter specialists at the project or block level.

Women Social Education Organizers should form a part of the social education set up of the State. In other words, they would come under the Education Department. It was not considered necessary that a separate Women Education Organisation should be evolved but that both men and women social education workers should be integral parts of the Social Education set up in the State. In certain major States it may be necessary, because of the magnitude of work, to have a separate Woman Social Education Officer attached to the Director of Public Instruction at the State level who will direct the social education programme relating to women and children. However, no separatist outlook should be allowed to develop. Social Education Officers should not be allowed to feel that they are not concerned with the women's programme.

Item No. I(3)(g)(ii)

Minimum Programme of Social Education for Men & Women

The Committee considered that the social education work in blocks should be planned under the three types of programme suggested in the note on this item.

The Committee agreed that the full programme of social education should be executed in at least one village. The 'Large' programme of social education should be implemented at the headquarter villages of the Gram Sewaks and the 'Small' programme should be carried out in the remaining villages. The minimum quantitative targets as indicated in the note are considered generally acceptable with the following exception:—

Against item (14) it was not considered advisable to organize Bal Sanghs in each village and the Committee recommended that such

activities should be attempted where htere are schools. The activities of Bal Sanghs should be treated as a part of the extra curricular activities of the schools.

It was pointed out that in the case of North East tribal areas, the targets of the social education work would be substantially different and related to the social pattern and tradition of the people. The progress of social education would also be slow particularly in the women's field where adherence to their customs and usages is age-long and inadvisable to break through. Therefore, for the North East Frontier Agency, the syllabus of social education activities will have to be drawn up in the light of conditions obtaining in the various tribal areas of the Agency.

While considering the minimum quantitative targets, the Committee wishes to emphasize the importance of the integrated role of the Social Education Organizer *viz.* explaining the overall programme of the project to the people so as to ensure the fullest participation of the people in all aspects of the programme.

Minimum Programme of Social Education for Women

The Committee agreed that the minimum programme of social education for women indicated in the note was acceptable subject to the following modifications:—

(a) Religious festivals should be utilised for communicating social education programme wherever possible. Care should be taken not to tamper with the observance of religious programmes lest resistance is developed against the development programme.

(b) Against item (6), lectures should include agricultural practices.

In implementing the social education programme for women, it will be necessary to enlist the help of local women. In the absence of Women Social Education Organizers, it would be difficult to carry out this programme with success. However, in the absence of Women Social Education Organizers, an attempt should be made to interest suitably qualified women in the block such as wives or relations of project staff to undertake this work.

The Committee felt that Women Social Education Organizers will not be able to implement the programme in all villages in a block. The Committee considered that she should concentrate on carrying out this programme in at least ten villages in a year. In the subsequent year she may proceed to another group of ten villages, the programme being continued with the help of local women in the first group. Suitable honorarium should be given to such local women. The Committee considered it necessary to have trained Gram Sevaks for carrying out the programmes for women and children.

Item No. I (3)(h)(i)

Pilot Project for Intensive Development

The Committee agreed that it would be desirable to start a few pilot projects for intensive work among women and children. To start with one block in each Community Project of 1952 series may be chosen for such intensive work. It would be necessary to appoint one additional woman S.E.O. and ten trained Gram Sevikas for the block. One part-time local woman worker should be chosen for carrying out the programme in each village. She should be given a suitable honorarium. Craft equipment such as, sewing machines, etc. should be provided, for which additional funds may be necessary if the existing project funds are not adequate. It is very necessary to ensure mobility for women S.E.Os. by providing transport, but it will not be possible to meet the cost of transport from project funds. The Committee considered that the details of the pilot project will have to be examined in greater detail by a special Committee appointed for this purpose.

The results of these experiments will have to be carefully watched and duplication of these projects should be taken up only when tangible deductions regarding the working of the project are available.

Item No. I (3)(h)(ii)

Utilisation of Women Associations and Institutions in the Country

The Committee agreed that full use should be made of Women's Associations at present working in the rural areas. Some items of work could be entrusted to such organisations. It should however be borne in mind that purely urban women associations may not be useful for work in the rural areas. If urban women are interested they will have to be given suitable orientation regarding village conditions before they are allowed to work in the villages.

Recommendations of Sub-Committee 3 on Item No. 1(4)—Publicity and Public Relations

(a) Establishment of Information and Community Centres at Block Headquarters.

(i) Information-*cum*-reading rooms and Community Centres should be established at each Block Headquarters. Besides, the provision of literature and equipment referred to in the C.P.A.'s note dated 30th March, 1955, each centre should be decorated with large scale pictures, diagrams, graphs, models etc. depicting activities in the blocks. Provision should be made for a suitable building for such Information Centre and the cost should be a legitimate charge on the NES Budget. Visitors can be usefully taken to the Information Centres before being taken to the villages in the blocks. The Social Education Organisers should be in charge of these Information Centres and might be suitably trained. In his absence a clerk or the Village Level Worker at the Headquarters can look after the Centre.

The Information Centres will have to be equipped with literature in regional languages also. It was understood that the Ministry of Information and Broadcasting had already plans to prepare literature in 13 regional languages. If it becomes necessary to produce additional literature in regional languages, this might be done by the State Government and the cost shared with the Centre on 50 : 50 basis. It was understood that the Ministry of Information and Broadcasting had already accepted this in principle.

(ii) There should be a well equipped museum at the State Headquarters depicting systematically activities undertaken in the community development and NES Blocks. This museum might be suitably integrated with the Information Centre contemplated at the State Headquarters by the Ministry of Information and Broadcasting, on the basis of the recommendations made by the last conference of the State Ministers for Information. The cost of this Information Centre should be borne by the Centre and the States on a 50 : 50 basis, as recommended by that Conference.

(b) **Production of publicity material and their distribution**

(i) The Committee agrees that it is necessary to improve the production of publicity material, particularly to emphasise the human touch. Unless this was done it would not be effective and would not create the necessary interest among the people. The Social Education Organiser at the Block level, who could be relied upon primarily for giving such material, was however, not trained. For this purpose the position could be improved to a certain extent by giving him suitable training. Whatever material is collected by him should be sent to the State Headquarters where the experts of the State Information Department should process the same properly and release it for publicity. In turn the officers of the State Information Department, wherever possible, should themselves go round the blocks and find out suitable material and present it in the most effective manner.

(ii) The Committee felt that the material produced by the Ministry of Information and Broadcasting or the CPA should be sent direct to the Block Development Officers or the P.E.Os. The latter will undertake distribution of this to the villages in his block. Copies of this literature should also be sent to the Development Commissioner and the State Information and Publicity Department. The Development Commissioner should supply correct addresses of all Block Development Officers. Any changes in the headquarters should also be communicated so as to keep the list of the Ministry of Information and Broadcasting upto date.

(iii) Suitable material about work in different blocks might also be sent by the State Governments to the Ministry of Information and Broadcasting to enable them to process the same and produce suitable publicity literature from this for the benefit of other States. Daily papers could be usefully contacted for publishing suitable feature stories. As a rule all literature produced by the States should be sent to the CPA as well as to the Ministry of Information and Broadcasting for their information and such use as they may consider necessary. Special efforts should be made to ensure that regional needs regarding publicity literature are properly satisfied.

(iv) **Visitors to project areas.**—It was felt that ordinarily the Block Development Officer should be able to deal with visitors to the project areas. The State Government can give necessary facilities for important visitors. It would be good to show a different village every time a new visitor comes to the block.

(c) Liaison between the CPA and the State Governments on matters concerning publicity and public relations.

(i) A Sub-Committee at the State level, consisting of the Development Commissioner, Director of Information and a representative of the Central Ministry of Information and Broadcasting stationed at the State capital should be set up in every State to organise the publicity work, as already recommended by the Conference of the State Ministers of Information.

(ii) **Machinery at the State level.**—A suitable wing should be organised under the State Information and Publicity Department under an officer of sufficiently high status, to be exclusively responsible for the publicity concerning Community Projects and NES Blocks. This wing might include an article writer, an artist and a photographer and other staff depending on the requirements in each State. This wing should function in close liaison with the Development Commissioner. Expenditure on this wing however, should be shared by the Centre and the States on 50 : 50 basis.

Other Recommendations

The Sub-Committee felt that in order to organise the publicity work properly, following furtner steps should be taken:—

(a) Production of films on an all-India basis.

A well planned programme should be organised by the Ministry of Information and Broadcasting for production of films depicting activities concerning the community development programme. In particular programmes might be drawn up immediately for the following:—

(a) A film depicting development work expected in the community development programme in a village under each sector.

(b) Work concerning consolidation of holdings in selected villages and how it has helped considerably the community development programme in that State. This would be of benefit to other States.

(c) One film for eacn major crop showing all the stages from sowing to harvesting, emphasising clearly the improved methods suggested for different regions.

(d) **Work songs.**—It was felt that 'work songs' (songs that could be sung during community work) were extremely useful for inspiring people and creating interest for work. The Ministry of Information and Broadcasting might organise recording of such really useful work songs. The records could then be distributed to different States. The Development Commissioners also should prepare a

compilation of suitable songs and send them to the Ministry of Information and Broadcasting to enable them to organise programme for production of such records.

(e) **Folk songs and culture.**—Folk songs from different regions should be collected asd properly compiled. Folk songs also could be recorded in a systematic manner by the Ministry of Information and Broadcasting. It was pointed out that All India Radio units were already going to villages and recording suitable songs. It appears, however, that better liaison between the All India Radio Units and the Development Commissioners was necessary in organising proper production programme in this respect.

Tape recorders also should be supplied to the community projects. Such songs could then be conveniently got recorded in suitable places and reproduced on discs subsequently.

(f) Ministry of Information and Broadcasting should produce documentaries depicting artistic works. Similarly, they should undertake production of good pictures and painting which could be supplied to Information Centres and Schools. All this could go a long way in raising the cultural standard of the people in the rural areas.

1. *Recommendations of Sub-Committee No.* 4.
   Item No. II—Planning of CP and NES programmes

2. *Recommendations of Sub-Committee No.* 5.
   Item No. III—People's participation.

3. *Recommendations of Sub-Committee No.* 6
   Item No. IV—Training.

4. *Recommendations of Sub-Committee No.* 7.
   Item No. VI—Evaluation.

Fourth Development Commissioners' Conference held at Simla 9th to 12th May, 1955.

Recommendations of Sub-Committee No. 4 on Item II—Planning of CP and NES Programme.

Item II(1)—Forward Planning of the Areas.

(i) Pre-extension:

Assam are appointing Gram Sevaks ahead of the NES and have a large provision of Rs. 25 crores in all for the Second Five Year Plan and as the NES Blocks are created the staff and the programme will be absorbed in it. U.P. have done general village planning for the whole area and are drawing up detailed village plans in areas which are likely to come under NES. Their commitment on all this as well as on local development works alone is Rs. 90 crores, including training, overheads etc., and it is absolutely imperative from their point of view that the programme of expanding NES throughout the State and Community Projects over half the area should be confirmed. Madras has appointed a special staff for village and taluqa planning as required by the Planning Commission. Orissa has allotted roughly Rs. 10 lakhs per year for each district for works to be done by the Gram Panchayats. This includes the provision for local development works. As NES programme is extended to an area this programme will be absorbed in that. Madhya Pradesh has fixed all blocks and their headquarters and their intention is to go ahead with the pre-extension phases for the NES through the social welfare-cum-panchayat department who have apparently independent staff going down to the field. This staff will be put to survey and help in planning for the NES blocks. When the NES is extended some of the staff may be absorbed in the NES but the rest of the staff will shift on to further areas under survey. The local development works grant funds are also distributed to these areas and in such distribution performance is one of the standards on which the amounts are fixed

2. The period of pre-extension necessary before introduction of NES should be 6 months according to the opinion of the majority of members.

3. Village planning and taluqa planning is being taken up in the entire States according to the Planning Commission's advice. Some of the areas will come under the NES only at the end of the 2nd Five Year Plan. The present rate of local development works grant is considered inadequate to keep the enthusiasm of the people up. The Committee recommends that the local development works grant be augmented so that the areas where NES is extended later may benefit from it.

4. Representatives of the States were anxious that advances for building the residential quarters for the NES Block Headquarters should also be given, like the staff allowance for pre-extension staff as it is vitally necessary that the period between the posting of Block staff and their housing should be reduced to the minimum. In fact absence of residential accommodation makes it difficult to recruit staff. Representatives of CPA, however, thought that this

would not be possible as it would mean advance commitment of allotment of blocks, starting of which was also dependent on adequacy of trained staff.

5. Agricultural, Revenue or other suitable existing personnel seem to be the most suitable for pre-extension work in many States where VLWs and extension staff were not available in advance.

6. Standing instructions in many States have been laid down for the interim programme which contains a few standard items of work that can be taken up with the approval of the Block Advisory Committee as soon as the Block is inaugurated. The unit cost of each item together with the total cost has been laid down.

7. The representatives of States recommend that the CPA should indicate the number of blocks to be allotted to each State at least 6 months ahead and where possible 12 months ahead. The two criteria for such allotment would be the population as well as the availability of trained personnel.

(ii) Extension:

The present practice of co-relating of extension with research varies from State to State and in some States there is no co-relation of research work carried out in the laboratories with the actual work done in the field. The Committee suggests that each State Government should take up the question urgently and secure that extension problems are adequately represented on the research programmes of the scientific institutions. On the research programme committees there should be a sufficient representation of the extension personnel to ensure that their problems receive proper attention.

(iii) Intensification.—No comments.

(iv) Normalization:

Regarding normalization there was unanimity of opinion that it would not be desirable or practicable to withdraw staff services to an area at any stage and as such it is essential to continue the staff services on the same level as in a Community Development Project even after the Project has expired. This necessarily implies that the extra cost involved would have to be met by the departmental budgets of the State and therefore included in their Second Five Year Plan schemes.

Regarding works the general consensus of opinion was that even if establishment of some services i.e., medical or irrigation may have reached a satisfactory state of saturation, there will be other services, like education and new lines of activity, e.g., rural housing that will continue to absorb finances at almost the same level. The exact measure cannot be determined now but there is need to have considerable finances in the form of local development works grants or through other means to continue the availability of funds for works also in the normalization period.

The Committee endorsed Mr. Mayers suggestions that a few Community Projects of the 1952-53 group in characteristically different regions of each State should continue to work on the same level

as before to serve as pilot projects for experimenting with newer methods of extension or technological improvements. The results of such experiments would be available for application to the wider but thinly staffed area under the NES. Therefore, these Projects will not revert to the NES at the end of 3 or 4 years as the case may be.

Item II(2)—Supplementing the resources from the funds of other Departments.

This has already been discussed under item II(1) above.

Item No. II(3)—Pattern of Development in Tribal Areas.

Shri Shrikant explained 4 categories of tribals. The problem of NEFA was taken up first and it was pointed out that the population consisted largely of the first category, namely NEFA tribals, who confined themselves to forests. The representative from Assam explained that he wanted such large changes in the development programme to suit the needs of the people that it had to be treated as a special problem. For instance he pointed out that there was no need for cooperative gram panchayats, loans had to be replaced by grants and much heavier rate of staffiing was necessary. The overall policy was one of improvements of people in their existing pattern of society rather than an attempt at early assimilation with the non-tribals. Apparently NEFA is being treated separately and is being considered by the E.A. Ministry. The Committee of Development Commissioners who have no personal knowledge of NEFA have no recommendations to make.

Regarding the States of Bihar, Orissa, Madhya Pradesh, Tripura, Assam and Manipur, the general consensus of opinion is that whether the policy be of preserving the present social pattern or of assimilating them in the long run the need for immediate development programme is best met by a NES pattern with such modifications as may suit a particular area population coverage etc. with the necessary financial modifications. The acceptance of the NES form necessarily implies the pattern of coordinated development with the additional provision of schemes designed particularly for the tribals by the Tribal Welfare Department or corresponding Departments of each State. The Committee definitely felt that the execution at the field level would be by staff more or less on the NES pattern and not by a separate agency. Shri Shrikant mentioned that he had drawn up a different scheme of tribal welfare and that he would like that to be discussed. But as the scheme had not been circulated the Development Commissioners felt unable to offer any comments on that scheme.

Recommendations of Sub-Committee No. 5

Item No. III—People's Participation.

Item No. III(1).—Change over to 'People's programme with Government participation'—Delegation of powers to local authorities.

In the opinion of the Committee, the Community Development and National Extension Service Programme is a people's programme

by the very nature of the assumptions on which it is based. The actual devolution of authority and delegation of powers in various spheres to the people's organizations, whether statutory or otherwise, has however progressed in varying degrees in different States.

So far as the execution of the programme is concerned, it is the practice in almost all States to entrust the execution of the local works to the people's organizations, such as, statutory Village Panchayats. Co-operative Societies and others, as well as non-statutory bodies like *Vikas Mandals* and *ad hoc* committees. In some instances, certain items of work have been entrusted also to non-official organizations of standing like the *Bharat Sevak Samaj*.

As far as the approval of the schemes and their execution is concerned, it is felt that this can be entrusted to the people's organizations only when they are placed on a statutory basis. The Committee feels that a stage has now come when a beginning should be made in handing over the requisite powers to such statutory bodies in as many cases and in as many spheres of activity as possible.

Item No. III(2)—Steps to strengthen People's Organizations.

While generally endorsing the views expressed in paragraphs 1 to 5 of the Agenda notes, the Committee feels that the question of financial assistance to the people's organizations connected with the programme can arise only in the case of such bodies as have been constituted by the statute.

Training of the members of such bodies should be confined to orientation of seminars and conferences. Organization of educational visits, melas, exhibitions, etc. would always be desirable.

Presuming that the reference in paragraph (6) is to the combination of judicial and developmental functions of the Panchayats, the majority of the members of the Committee are of the view that such combination would go towards strengthening these people's institutions. Some members, however, feel that the utility of such institutions for development purposes would tend to be impaired by their being invested with judicial functions also.

Item No. III (3)—Co-ordination with the working of non-official organizations.

The Committee finds that wherever non-official bodies are well-organized in the project areas, their assistance has been fully availed of. More extensive use of these non-official bodies will be possible only as they become more broad-based and improve their organizational efficiency.

Fourth Development Commissioners' Conference held at Simla 9th to 12th May, 1955.

Recommendations of Sub-Committee No. 6.

Item No. IV—Training.

Item IV (I)—Institutional Training:

1. **Minimum standards for recruitment.**—The State Governments should lay down minimum standards for all categories of persons and also definite procedures for recruitment generally on the lines as suggested by the CPA. In cases of any relaxation of standards already laid down, these should be made only with the concurrence of a competent authority designated for the purpose. In respect of recruitment of VLWs it should be ensured that either the Development Commissioner or at least his Deputy forms part of the Committee making the final selection in addition to the Director of Agriculture, Principal of the Training Centre, etc. It was felt that State Governments should recruit only such personnel as are willing to work in the particular field. Preferential treatment in respect to promotion, etc. for those with experience of project work would act as an incentive to draw good men for this work.

2. **Pre-training field experience.**—It is necessary that before the personnel are sent to the Training Centres for training they should have at least two to three months of field work experience. The pay and allowances of the personnel deputed for pre-training field work could be debited to the budget of the block where they would be posted subsequetly.

3. **Utilisation of full training capacity.**—The proposal contained in the notes was accepted. In view of the fact that future allotment of blocks would depend on the availability of trained personnel, State Governments should not have any difficulty in advance planning of their training requirements so as to utilise fully the training capacity available.

4.1. **Trainers—the best men available.**—It was agreed that State Government should select the best men available in the Department as trainers and give them special pay and allowances. In case of deputation to non-official organizations, the State Government may ensure that such officers get back to the parent department after the period of their deputation.

4.2. **Training to be kept related to field candidates.**—The suggestions made in the notes were accepted.

5. **Technical Dapartment's help in Training Programme.**—The views expressed in the notes were fully endorsed.

6. **Extension Block around a Centre.**—It was absolutely essential that one NES block should be located around the Training Centre with a view to give field training for the trainees; where this has not been done, the State Government should be requested to give first priority to this in the allotment of future blocks.

7. **Evaluation.**—It was agreed that a Committee may be appointed by the CPA to examine the entire field of the training programme as suggested in the notes and in the report of the Programme Evaluation Organization.

Item IV (1) (a) (i).—Review of the present and projected training facilities for Village Level Workers.

1. Proper machinery should be set up for the selection of VLWs as recommended. The Selection Committee at State level should include the Development Commissioner or his Deputy in addition to the Director of Agriculture, the Principal of the Training Centre, etc. The field of selection should also be as wide as possible.

2. The training course should not, under any circumstances, be reduced to less than 18 months. The two phases of training *viz.,* basic and extension should be regarded as a continuous period of training.

3. While all efforts should be made to utilise the full training capacity offered to various States, care should be taken to ensure that the numbers admitted do not exceed the normal capacity prescribed for the Centre, as this would only result in lowering of the standard, which is not desirable.

4. As already recommended, one NES Block should be immediately located around the Training Centre wherever this has not been done.

5. There should be an exchange between the Instructors and field staff so as to keep the training related to field conditions.

6. The training programme should be strengthened in the field of cooperation, public health and rural sanitation. Having regard to the importance of the rural housing programme, it is also essential that the Engineering Instructor attached to training centre should cover such elementary aspects of rural housing as are possible.

7. A suitable machinery should be set up for supervision and evaluation of the training programme, particularly in States having a number of training centres.

8. The administrative control of the centres for Basic training and Extension training should be vested in a single authority. The general view was that such authority might be preferably vested in the Development Commissioner, having regard to the fact that the training was a continuous programme and the authority should be one that can mobilise the resources of various departments for the multi-purpose training of VLWs.

9. Regular periodical refresher courses should be organised.

10. A Committee should be appointed by the State Government to weed out unsuitable *Gram Sevaks* as soons as possible and put the rest on a permanent cadre.

11. Adequate stipends should be given to candidates deputed for training within the limits already laid down by the Ministry of Food and Agriculture.

Item IV—(1) (a)(i)—Training of Gram Sevikas

3(a) Early action should be taken by the State Governments to carry through all the preliminaries so that these Home Economics Wings could start functioning from July onwards.

3(b) In order to attract suitable girls for training as *Gram Sevikas,* educative propaganda will be necessary particularly at Block level. Films showing the employment opportunities, type of work, etc. specially produced for the purpose of attracting women for this work may prove helpful. As background to these efforts particular care should be taken to improve the working conditions of those already in employment. The educational qualification for *Gram Sevikas* should be upto Matriculate but relaxed for such candidates who have village background and some experience of social work.

3(c) To make good the casualities likely to occur in the course of training of *Gram Sevikas,* admission to the Training Centre may be made of a larger number than ultimately required.

Item IV (1) (a) (ii)—Training of Block Level Specialists

The various points made in the notes were generally agreed. It was essential that the training of Block Level Officers should be conducted at the Extension Training Centres.

Item IV (1) (a) (ii)—Training of Extension Officers for cooperation and Small Scale and Cottage Industries

I(a) The points made in the notes were generally accepted. An Extension Officer for Cottage Industries should be appointed to speed up the programme envisaged under cottage industries. It will be necessary to give adequate training to the officer in respect of both cottage and small scale industries to enable him to function effectively in the field.

I(b) It was agreed that VLWs should be similarly given training during their extension training period and the syllabus revised suitably. It was, however, very strongly felt that the burden on the VLW, which is growing, should be reduced. This could be done by reducing his jurisdiction.

II. Training Programme for the Small Scale Industries Board.— The training programme as detailed in these was generally accepted. A correction was pointed out in respect of Block Level Extension Officers (Small Scale Industries); *i.e.* they should have any one of the three qualifications mentioned in (a), (b) and (c).

Item IV (1) (a) (iii)—Social Education Organisers

3. (a) & (b). The suggestions made were accepted.

4(a) The admission should continue as at present on an All India basis. With the addition of new SEOs Training Centres, certain difficulties experienced with regard to language, etc. would be considerably reduced.

4(b) It was agreed that the training for male and female SEOs should continue at the same Training Centre as at present. There should be some common classes for both while specific courses for specialised activities for female trainees should be arranged separately as similar special courses of interest to male candidates should be arranged exclusively for the latter.

4(c) It was felt that supplementary course for three months for female SEOs alone will not be necessary. The present syllabus for five months training could be modified to include what is intended in supplementary training. As suggested earlier these and other aspects may be examined by the proposed Committee on training programmes.

Item IV (1) (a) (iv)—Block Development Officers

Training Facilities.—This is already covered under Item IV (1) (3) regarding utilisation of full training capacity.

3. **Preliminary Training.**—Before the officers were deputed to the regional Training Centres, it was felt necessary to organise preliminary training in the States for two to three months by deputing the officers to project areas for the purpose. Such training need not take the form of institutional training.

4. **Pre-training for Field Work Experience.**—This is covered under Item IV(1) 2 Pre-training field experience.

Item IV (1) (a) (v)—Training of Health Personnel

(1) The various points made in the notes were generally agreed to. It was very strongly felt that no further time should be lost in implementing the training schemes already approved and sponsored by the Ministry of Health.

(2) It is contemplated that in future the women personnel in the field of health would comprise the Lady Health Visitor, the Public Health Nurse, the Auxiliary Nurse Midwives and the *Dai*. It was suggested that the State Governments should immediately examine their requirements of the categories of health personnel and make suitable arrangements for their training. It would be possible for the Ministry of Health to give financial assistance to the States for increasing their training facilities. Purely as a stop gap arrangement there was no objection to the present practice of training Auxiliary Nurse-Midwives to take over the work of Lady Health Visitors being continued for such minimum interim period as may be necessary; their training to this end should be expedited.

(3) In certain categories of health personnel, it was observed that although qualified persons were available, they were not willing to go and work in rural areas. In order to attract such people it would be necessary to offer them better service conditions by way of housing facilities, non-practice allowance, etc.

It was observed that in a number of cases there was a disparity between the emoluments of the personnel of the same qualifications working in the health and the medical departments. In other cases

the personnel appointed in the urban areas were paid far more allowances than those working in the rural areas and under difficult conditions. These obvious anomalies need to be corrected as early as possible.

(4) It was also suggested that it would be conducive to efficient working if the medical and public health services were put under a unified administrative control.

(5) In a number of States there are surplus trained nurses available. In order to fill the vacancies of Lady Health Visitors it was suggested that if these nurses were given training for a period of three months they would prove suitable to take the place of Lady Health Visitors.

Item IV (1) (a) (vi)—Overseers

The programme for the training of Overseers was generally agreed to.

Orientation course for the existing overseers to make them fully equipped to handle the various multi-purpose works in project areas should be started as recommended earlier at the Ooty conference.

Other items could not be taken up for want of time.

Recommendations of Sub-Committee No. 7

Item No. VI—Evaluation

Item VI(i)—Criteria for Success

The heading should be changed into 'Criteria for Evaluation' and should include the following items:—

(a) Physical achievements.

(b) Government expenditure.

(c) People's participation in the programme.

(d) Organisation including position of trained extension staff.

Item VI(2)— Administrative Intelligence

The major recommendations and suggestions made in the Draft Manual were generally accepted. The following further recommendations were, however, made by the Sub-Committee :—

(1) **Basic Survey.**—The survey should be conducted in the Block Survey Report form prescribed in the Manual. Some additions and modifications to this form may be necessary. Development Commissioners may send their proposals in this regard to the Progress & Planning Officer, C.P.A. not later than the 30th of June, 1955.

(2) **Meetings of V.L.Ws.**—It was considered that ordinarily monthly meetings should suffice, but whenever necessary, fortnightly meetings may be held.

(3) **Maintenance of forms and registers by the V.L.Ws.**— The decision arrived at the third Development Commissioners' Conference held at Ooty, that the forms and registers should be tried out for one year, was reiterated. It was further considered that the Development Commissioners should communicate their experience to the P.E.O. and the C.P.A. not later than 1st March, 1956.

(4) **Quarterly Progress Reports.**—It was agreed that beginning with the quarter ending 30th September, 1955, State Governments should furnish to the C.P.A. consolidated progress reports separately for Community Projects/Development Blocks/and NES Blocks. These consolidated reports should be sent to the C.P.A. within two months of the end of the quarter.

There was some discussion about the method and the presentation of the quarterly progress reports, including fixation of realistic targets at all levels and measuring achievements against targets. It was decided that a sub-committee consisting of the following persons should go into the question of preparation of the quarterly progress report and other matters arising therefrom:—

(1) The Development Commissioners or representatives of the States of U.P., Delhi, Punjab and Rajasthan.

(2) Two or three Block Development Officers.

(3) A representative of the O & M Division, Ministry of Home Affairs, New Delhi.

(4) A representative of the Central Statistical Organisation, New Delhi.

(5) A representative of the C.P.A.

The sub-committee should submit its recommendations as soon as possible.

(5) With reference to para. 8 of Chapter VII of the Draft Manual, the following items may be selected as "key indicators" of progress in the Community Projects/Developments Blocks, in place of the 18 items mentioned therein.

Agriculture:

1. Improved seeds distributed.
2. Fertilizers distributed.
3. Demonstration plots laid.
4. Area brought under vegetables.
5. No. of trees planted—(a) fruit trees, (b) other trees.

Animal Husbandry:

6. Pedigree animals supplied.
7. No. of animals castrated.
8. No. of pedigree birds.

Irrigation:

9. Additional area brought under irrigation.

Health & rural sanitation:

10. Drinking water wells constructed.
11. Drinking water wells renovated.
12. No. of latrines constructed.
13. No. of hospitals, dispensaries and health and maternity centres opened.

Education:

14. New schools opened.
15. Ordinary schools converted into basic schools.

Community activities:

16. No. of youth clubs.
17. Farmers unions and Mahila Samiti organisations.
18. No. of adult literacy centres opened.
19. No. of libraries started.

Communications:

20. Pucca roads constructed.
21. Kucha roads—(a) new roads constructed
    (b) existing roads improved.

Arts & Crafts:

22. Demonstration-*cum*-training centres started.
23. No. of persons trained—(a) refresher training
    (b) basic training.

Cooperation:

24. No. of new societies started.
25. No. of new members enrolled in co-operative societies.

(6) **Assessment of Progress.**—In order to facilitate comparative analysis of progress at different levels, the State Governments and Block Development Officers should prepare and analyse assessment statements blockwise and Village Level Workers circlewise (not villagewise as suggested in the Draft Manual), just as the C.P.A. are doing for inter-State comparison.

(7) **Fixation of targets.**—In addition to the targets for the entire programme period in all fields, there should be [quarterly, six monthly or] annual targets of physical achievements and expenditure depending on the nature of the items of activity. As far as possible these targets should be built up from the village upwards.

(8) **Assessment of the value of villagers' contribution.**—It was recommended that the cost of the finished work should be furnished by an authorised agency in the light of accepted specifications, value of material, and quality of the work.

(9) **Staff.**—It was considered that the State Governments should proceed immediately with the appointment of trained and experienced staff both at the State Headquarters and at the block level for handling the work relating to Administrative Intelligence. The sub-committee strongly recommended that the provision for the additional staff required should be over and above the amount provided in the budget manual.

(10) **Statistical training.**—In addition to the training programme at the C.P.A. Headquarters, it would be useful to arrange seminars at the C.P.A. Headquarters for the heads of State Statistical units and also regional training programmes at different places for junior statisticians.

1. *Recommendations of Sub-Committee No. 8*

Item No. I (3) (b)—Cottage & small-scale Industries.

I (3) (c)—Co-operation

I (3) (i)—Additional programme to relieve unemployment.

2. *Recommendations of Sub-Committee No. 9*

Item No. IV (1) (a)—Review of the present & projected training facilities for Village Level Workers etc.

IV (1) (c)—Training of Village Leaders & Young Farmers

IV (1) (d)—Pre-training field work experience & apprenticeship after training.

IV (2) —In-Service Training

IV (3) —Staff for organising training programmes in the States.

3. *Recommendations of Sub-Committee No. 10*

Item No. V —Personnel

II (3) —Pattern of Development in Tribal Areas.

I (3) (f) —Health & Sanitation.

4. *Recommendations of Sub-Committee No. 11*

Item No. III —People's Participation

III (I) —Change over to—'People's programme with Government participation'—Delegation of powers to local authorities.

5. Resolution of the A.I.C.C. on Community Projects.

FOURTH DEVELOPMENT COMMISSIONERS' CONFERENCE HELD AT SIMLA, 9TH TO 12TH MAY, 1955

Recommendations of Sub-Committee No. 8

Item I (3) (b)—Cottage and small-scale industries.

Item I (3) (c)—Co-operation.

Item I (3) (i)—Additional programme to relieve unemployment.

Item No. I(3)(b)—Cottage and small-scale industries.

1. The Government of India had during the last two years set up various organisations such as All-India Khadi and Village Industries Board, the Handloom Board, the Small Industries Board and others to look after specific sectors of cottage industries. These Boards have now laid down a pattern of development which is being followed by the State Governments. Broadly speaking this pattern of development comprises organisation of cottage industries into cooperatives, improvement in technical processes, provision of credit facilities on liberal terms, assistance in marketing, training and demonstration centres and the like. The Government of India through the medium of these Boards have during the last two years been financing a major portion of expenditure on cottage industries. They have also set up certain technical "Service" agencies for small industries. The schemes are implemented by the State Governments, although some of these Boards have also got an organisation to supervise such implementation and in some cases to operate the schemes direct.

2. The Sub-committee considers that the Community Project areas offer the most promising field for the development cottage industries and it should be the aim of the Government of India through these Boards and the State Governments to make the CP and NES areas the focal points of such programmes. The Sub-committee recommends that an immediate beginning be made in about 25 CP areas. In order to initiate a programme of intensive development, an officer of suitable status and qualifications should be appointed in each of these areas, who would make a study of the potentialities in that area from the point of view of availability of raw materials, local skill, markets etc. and would frame schemes accordingly. This officer would draw fully upon the assistance of the Boards and the technical Service Organisations of the Central and State Governments for this purpose. It is suggested that the Central Government may take steps to ensure that the technical services and the finances provided through these organisations are made available on a priority basis for approved schemes in these areas.

The officer referred to above would be borne on the cadre of the State Governments. The Sub-committee recommends that the Central Government should provide for the pay and allowances of this officer and his personal staff for a minimum period of three years. The officer should be appointed immediately and steps taken at once for the training of the block level officers, so that intensive work could start as soon as these trained officers are available. As indicated in the note on the agenda, there is a programme for the training of 200 officers by the Small Scale Industries Board and 500 by the All-India Khadi and Village Industries Board.

3. The Sub-committee recommends the immediate appointment of a Joint Director (Extension) for cottage industries in States in which such appointment has not been made, in view of the importance of the cottage and small industries programme for the country.

4. The Sub-committee endorses the suggestion that there should be adequate staff in the States for development of small scale industries. It, however, understands that the Ministry of Commerce and Industry have already taken up this question and made specific proposals on this behalf.

5. The Sub-committee recommends that early steps should be taken to create and fill the posts of block level extension officers (cottage industries).

Item No. I(3)(c)—Co-operation

1. The recommendations of the Rural Credit Survey Committee and the Resolution passed by the conference of Ministers for Co-operation have made it clear that institutional credit through co-operative societies will be made available for all purposes of agricultural development. In particular, this policy will make it possible for the efforts of National Extension to reach almost all families in a village which have an interest in agriculture.

2. This institutional structure would mean that credit on the basis of the assessed requirements for productive use will be made available, as far as possible, in kind and that recovery of loans will be facilitated by a provision that the produce of the borrower's fields will be sold through co-operative channels. The basis of credit in this system will not be confined to possession of assets by the borrower but will consist primarily in the assurance of productive use of the loan. It will, of course, be assumed in all systems of credit that the personal character of the borrower will be the foundation on which the credit of the society will be built.

3. In order effectively to carry out the integrated scheme of rural credit, there should be multipurpose cooperative societies atleast one multi-purpose cooperative society for each V.L.W's circle. Endeavours should be made to make every family a member of the society. The activities of the multi-purpose society should cover all the aspects of the village production economy. The poorer sections of the population should be initially brought into the societies as associate members on payment of a small entry fee and it should be possible in course of time for them to become full members. The moment one becomes an associate member, he becomes entitled to advances from the society and these advances can particularly be utilised towards payment of his membership fee and raising his share capital.

4. In order to encourage the cooperative movement tacavi loans (tagai loans) should be given only through cooperative societies in areas where those societies have been firmly established. In areas where the co-operative movement has yet to be firmly established, the policy governing tacavi loans should be implemented in a man-

ner to encourage the formation of co-operative societies, for example, there should not be a marked difference in the rate of interest. Generally speaking the rate of interest should be compatible with the productivity of the scheme for which the loan is advanced.

5. It was pointed out that even if the cooperative movement, as envisaged, covers all loans required for productive purposes, this would not solve the problem of rural indebtedness at heavy rates of interest, particularly in the first few years. It is hoped that the time will come when increased incomes will enable the villager to meet necessary expenditure on social ceremonies without falling into debt, but till that time comes it has to be recognised that if credit cannot be made available to him in an organised manner at reasonable rates of interest, he will have to go to a private money-lender and pay interest at exorbitant rates. While it is recognised that the best solution would be through reduction of unnecessary expenditure by social reforms, provision for advancing loans to a reasonable extent for meeting absolutely essential expenditure should, if possible, be made by having contributory or insurance fund in the co-operative society.

6. There should be a separate officer on the staff of the N.E.S. for Co-operation, and necessary funds should be found for the purpose. The present arrangement to have one officer for Co-operatives and Panchayats will not be adequate for the requirements of the expanding co-operative movement which is so very essential for the implementation of the National Extension Service Programme. For Panchayats too the Sub-committee recommends that there should be a separate officer on the N.E.S. staff.

7. The Sub-committee further emphasises the need of having co-operative societies for marketing and supplies in mandis which should have godowns and warehouse to ensure fair prices for the producers.

8. The Sub-committee felt that it should be possible to execute the minimum programme for organising cooperative societies in N.E.S. Blocks which has been laid down in the statements on pages 24 and 25 of the agenda, provided the co-operative staff at State Headquarters and in the field is sufficiently strengthened and due attention is paid to training in cooperation and extension methods.

Item No. I(3) (i)—Additional programme to relieve unemployment

The Sub-committee recognised that the programme of intensive development of cottage and small scale industries, as contemplated, will not only reduce unemployment but also raise production and incomes. At the same time, they felt that these programmes would not be sufficient to deal with the unemployment problem. It was suggested that some of the directions in which additional employment could be found, though not directly of a productive nature, would be the following :—

(1) Provision of civic amenities in villages, e.g. sanitary services, a safe drinking water supply, parks etc.

(2) Schemes of rural housing.

In implementing programmes of this type the spirit of self-help should be preserved, and to the extent to which these programmes are undertaken by panchayats, they should find the funds by raising taxes, *ad hoc* cesses and voluntary contributions.

Recommendations of Sub-Committee No. 9.

Item IV (1) (b)—Training of village school teachers and Panchayat Members, Members of P.A.C., Vikas Mandals, Shibirs, etc.

Item IV (1) (c)—Training of Village Leaders and Young Farmers.

Item IV (1) (d)—Pre-training Field Work Experience and Apprenticeship after Training.

Item IV (2)—In-service Training.

Item IV (3)—Staff for organising training programmes in the States.

Item IV (1) (b)—Training of village school teachers and Panchayat Members of P.A.C., Vikas Mandals, Shibirs, etc.

4. (a) The Committee felt that the village teacher is one of the persons and not the only person from whom various activities could radiate at the village level. It is, therefore, desirable to make him sufficiently familiar with various facets of rural development. However, his activities should relate mainly to social education. It is also desirable to acquaint the members of the P.A.Cs, Village Panchayats and Vikas Mandals with the various facets of rural development.

(b) No.

(c) Shibirs of the type organised in Madhya Bharat may be organised for the above purpose. If the school teacher is to be used for social education programme, he should be given a special training.

Item IV (1) (c)—Training of Village Leaders and Young Farmers.

2. Training Camps.

The Committee endorsed the views expressed in the note. These camps may be for men, women and youths jointly or separately.

3. Young Farmers' Clubs

The Committee agreed with the views in the note. Young Farmers' Clubs may be encouraged.

4. Systematic Programme—to help people throw up leaders

The Committee approved the suggestions contained in the note.

5. Special Officer for activities among Village Leaders and Young Farmers

The Committee was of the opinion that there was no need of a Special Officer for this work at the State level. In view of the recommendation already made by this Conference that there should be a Joint Director for social education, that officer, when appointed, could be entrusted with this work.

Item IV (1) (d)—Pre-training Field Work Experience and Apprenticeship after Training

1. **Pre-training field work**

The suggestion contained in the note was approved.

2 to 6 **Apprenticeship after training**

The Committee agreed with the proposals made in the note. It was, however, pointed out that these proposals would involve—

(i) appointments of SEOs and BDOs sufficiently in advance; and

(ii) extra expenditure on account of their pay and allowances.

The Committee was of the opinion that this expenditure would yield commensurate results and should be shared in usual proportions by the Centre and States.

Item IV (2)—In-service Training

3. **Refresher courses:**

The Committee endorsed the views expressed in the notes subject to the following remarks—

Refesher courses should be held as far as possible during the slack season.

4. Periodical Meetings and Seminars

Inter State Regional Seminars.—The Committee agreed with the views in the note except in respect of (c). As regards (c) it was of the opinion that the Seminars at the Block level should be organised *not* more than twice a year and those at the District, Regional and State levels *not* more than once a year.

5. (1) to (3) **Study Tours**

The Committee approved the idea of study tours as a regular feature. As regards tours within Blocks, Districts and States their frequency should be left to the discretion of the concerned Block, District and State authorities.

(4) The Committee wholeheartedly welcomed the suggestion and emphasised the importance of such study tours to foreign countries of the personnel concerned with direction, training and implementation of the Community Project and N.E.S. Programmes.

6. **Melas and Exhibitions**

The Committee endorsed the views expressed in the note.

Item IV (3)—Staff for organising Training programmes in the States.

Appointment of a Deputy Development Commissioner, who will mainly deal with the training programme, was considered necessary on the staff of the Development Commissioner.

Recommendations of Sub-Committee No. 10 on Item V—Personnel

II(3)—Pattern of Development in Tribal areas

I (3) (f)—**Health & Sanitation.**

Item V

(1)—**Review of Staff Position.**

Short Term Measures.—The Committee agrees generally with the proposals. In view of the inadequate proportion of Doctors and Health personnel to the population generally the training programme for Doctors and other Health personnel should be increased considerably and quickly. A need for rationalising the numerous slightly varying types of Health personnel, e.g. Nurses, Health Visitors, Mid-wives, was also expressed. In regard to NEFA particularly the Experts advised that the basic salary of Rs. 260/- might attract Medical Graduates for serving there.

Long Term Measures.—The Committee endorsed the recommendation under long term measures particularly that applicants for admission to the Technical Training Institutes be asked to sign a bond agreeing to serve in rural areas for a fixed period of years.

2. The proposal is agreed to.

3. The question was discussed at length. In view of the financial and other limitations and in view of the fact that village teachers and Secretaries of Gram Panchayats will also be progressively available in future for extension, the Committee do not think it necessary to recommend an increase in the number of VLWs as an immediate measure.

4. Most State Governments notify vacancies to the Employment Exchanges and are prapared to make most use of such Exchanges.

(2)—**Permanency of service**

The Committee fully appreciated the advantages of confirming the staff on a permanent basis sanctioned for the NES in view of the beneficial effects of such action on the conditions of service generally and on efficiency. This should be extended to all posts on the basic NES pattern. The Health personnel who constitute an addi-

tion to the NES will be subsidised by the Health Ministry through their scheme for the first two years and will then be financed by the Community Projects. Orissa has a policy of confirming all posts which have lasted for more than five years continuously. Mr. Dutt mentioned the Central Government policy of confirming 80 per cent of all temporary posts except those of a purely temporary nature. Health personnel should therefore be treated as a permanent service.

(3)—Channels of promotion

While the principle of rewarding merit by promotion is fully appreciated, there are some practical difficulties in giving effect to this in all promotions. The common system is to limit the initial range of promotion e.g. to men with over a certain number of years of service and to judge the relative merit of the candidates who come in the list. Opinion was also expressed that adequate importance should be given to seniority also on the ground that a good average worker after being superseded deteriorates rapidly.

The Committee agree that sufficient incentive in the form of promotions should be provided for V.L.Ws. Some posts of Social Education Organisers, Subject-Matter Specialists and B.D.Os. should be open to the V.L.Ws. In addition a special selection grade is recommended for V.L.Ws.

(4)—Cadre of Reserve

The V.L.W. cadre should include a provision for leave reserves.

Item II(3)—Pattern of Development in Tribal Areas

In continuation of yesterday's minutes the matter was further discussed by the Committee who after a detailed discussion of the NES pattern and the requirements of tribals came to the conclusion that a basic NES pattern of field administration would be suitable for all areas. Modifications will be necessary in tribal areas even more than in other areas and the advice of cultural institutes and experts on such tribals should be considered in drawing up any special programmes. The Committee also agreed that extension workers in tribal areas should be familiar with tribal dialects, language and habits and, therefore, should receive a special training for this.

The financing of additional programmes and special staff is necessary and the aboriginal welfare will be based on such sums as the State Governments find it possible to set apart for such purposes plus grants received from the Centre under Section 275. It is felt that in many of the backward areas the loan of Rs. 1 lakh would remain in operative and would have to be replaced by a grant. As far as the NEFA is concerned it is understood that the E.A. Ministry would be financing this as soon as the detailed breakdown and programme is received. For the rest a grant of Rs. 50,000/- per block per year is recommended for special tribal programmes.

There was a further discussion about radical changes necessary within the most backward areas in the NEFA and it was found that two factors, namely sparse population and lack of communications were not necessarily aboriginal in character. The only point on

which a departure was necessary was that the General Administrator should also take over the functions of Development Officer where it is possible. This again will not constitute a new departure.

The Commissioner for Tribal Welfare will act as Adviser to the CPA and the advice of his officers in the States will be available to the Development Commissioners.

In some States there are separate Tribal Welfare Departments who are incharge both of policy and the execution of programmes down to the field. The Committee recommend that the Tribal Welfare Department should act as advisers in drawing up the special programmes for the tribals in the NES and the execution should be through the normal organisation contemplated by the NES form of administration. The Secretary of the Tribal Welfare Department, if any, should work with the Development Commissioner to secure execution of the special programmes laid down in the NES or CP areas.

Item I (3) (f)—Health and Sanitation.

(i) Primary Health Centres in NES Areas:

1 and 2. The Committee considered a primary health centre and three sub-centres an essential service in National Extension Service and desired that such health centres should be provided in each NES centre as it is created. The Ministry of Health scheme contemplates a tapering subsidy. These blocks when converted into CD blocks will come under the form of a flat rate of subsidy. It seems necessary that the latter form should be adopted universally. After the Block reverts back from Community Development form to NES it will be essential to continue these services and in fact it will be impossible to withdraw them. Considering that this service is more or less of a permanent nature and is an essential part of rural development, the Committee recommend that the medical staff contemplated in the health centres and sub-centres should now be recognised as permanent part of the NES pattern and the NES budget revised accordingly. The exact number of health centres that the Ministry of Health should provide would, therefore, seem to be more than a thousand, but other considerations including training facilities offered and availed of etc. should no doubt be taken into consideration in fixing the number.

The Committee learnt that a training grant will soon be forthcoming for training a dai for each V.L.W.'s jurisdiction.

The Committee are anxious that the sanction of the health centres should reach them along with the NES blocks so that necessary arrangements could be made in time.

3. The Committee noted the factors recommended to increase efficiency of health services and suggested that the following clause be added as sub-clause (f) at the end of para 3 (3):—

(f) "Unification of health and medical services where it has not been done".

(ii) Family Planning

The Committee felt strongly that it would be most desirable if the Ministry of Health could issue consolidated sanction for health centres, maternity child welfare centres and family planning centres together so that all the work could be started simultaneously. It also recommended that the major part of the useful expenditure will be on aids to family planning rather than propaganda and publicity and, therefore, no restriction should be imposed on the nature of the expenditure.

(iii) Minimum programme of village sanitation

Recommendations are generally suitable. Addition on the following clause under part I is recommended:

(g) "The present houses should be so improved to have the cattle separate from the human being."

Recommendations of Sub-Committee No. 11

Item No. III—People's Participation, and

Item No. III (1)—Change over to—'People's programme with Government participation. Delegation of powers to local authorities.

Item No. III—People's Participation.

Definition:

People's participation should be assessed in terms of voluntary contribution in cash, kind and labour for works of common benefit.

Types of Participation:

(i) **Contribution in cash.**—This is self-explanatory.

(ii) **Contribution in labour.**—Contribution in the form of labour should be measured by the work done and the value of the work done should be estimated according to the P.W.D. rates; and

(iii) **Contribution in kind:**

(a) Land and building.—When a privately owned piece of land or building is contributed for a common purpose, it should be counted as people's participation and its value estimated at the prevailing market rates.

(b) **Material.**—Contribution of materials such as bricks, timber, stones etc., should be valued at the prevailing market rates.

(iv) **General considerations:**

(a) Facilities already existing in a village, e.g., community centre, chaupal etc., before the community development or NES programme started should not be included under people's contribution. But, if any improvements are made in the existing facilities, the value of such improvements would be counted as people's contribution.

(b) When Government property such as lands, buildings etc. are utilised for a common purpose, the value of such property should not be counted as part of people's participation.

(c), Grants out of funds collected by the Panchayats from the villagers would be counted as people's contribution, but *not* the grants made out of funds received by the Panchayats from the Government.

Item No. III (1)—Change over to—'People's programme with Government participation. Delegation of powers to local authorities.

All works of village improvement within the jurisdiction of Panchayats for which grants-in-aid are admissible under the programme, such as, paving of streets, construction of culverts, parapetting of wells, construction of new wells, road construction etc., should be entrusted to the Panchayats for planning and execution. Panchayats should have the authority to sanction works upto a limit of Rs. 2,000 for a period of three years provided an equal amount in cash, kind or labour is contributed by the people. The Government agency will provide the necessary administrative and technical assistance, if such assistance is needed, for the execution of works under the authority of the Panchayats.

Resolution of the A.I.C.C. on Community Projects:

"The A.I.C.C. welcomes the growth of the Community Projects and the National Extension Service, both of which now cover nearly 100,000 villages in the country. This community development programme in the rural areas has been a marked success and has evoked great public response and co-operation. The Community Projects more especially, have become vital and dynamic centres which not only increase production but also raise the standards of the people and improve them in many ways.

"The Committee hopes this community programme which has proved so successful in the conditions prevailing in rural India, will be progressively enlarged and intensified.

"The A.I.C.C. is of opinion that the Community Projects and the National Extension Service should be utilised more fully than hitherto in the development of village industries as well as in the raising of resources from the people."

Review of position regarding supply and equipment:

Under the Operational Agreement No. 8 on the Community Development Programme and the Supplements to that Agreement, the Government of United States of America have agreed to make available to the Indo-American Technical Cooperation Fund, known as Fund 'A', a total sum of $12,160,000 for the import of equipment required for the Community Projects in India. It is expected that another Agreement will shortly be signed for an additional amount of 2 million dollars for the 250 Community Project Blocks to be taken up in 1956, which will bring the total dollar aid to 14·16 million dollars.

2. The procedure that is adopted for the import of equipment from abroad is as follows:—

The demands from all the State Governments for different items are consolidated. In most of the cases, no specifications were received from the State Governments; these had to be drawn up in the Community Projects Administration in consultation with the

Technical Advisers of the Government of India. The specifications and the quantities of equipment demanded are referred to individual States for confirmation, and simultaneously the Ministry of Commerce and Industry is consulted for the import of items required as items manufactured in India are not allowed to be imported. After these formalities are completed, and Ministry of Finance has given their concurrence, the Technical Cooperation Mission in India are requested to give Purchase Authority (Project Implementation Order) for the equipment required. On receipt of the project implementation orders, indents are placed on the Director General, Supplies and Disposals, New Delhi/India Supply Mission, Washington. The purchases are made on a system of global tender by the India Supply Mission as also the Foreign Operations Administration of the U.S.A. in Washington. The shipment of equipment to India takes 2 to 3 months on each item after they are delivered to the Shipping Companies. The stores are despatched to different project areas on their receipt at Indian ports, *viz.*, Bombay, Calcutta, Madras and Cochin, after reassembly or repacking where necessary.

3. The entire process can, under no circumstances, take less than a year for any particular item of equipment to reach the project area after it has been indented for by the State Governments. In spite of this long procedure and in spite of changes and modifications intimated by the State Governments in their demands from time to time, resulting in delay, as also lack of precise specifications and proper details, indents to the tune of 8·6 million dollars have already been placed and equipment worth 6·5 million dollars have been received, so far. The details of equipment indents for which have been placed and also which has been received are given in the attached statement (Annexure 'A'). The Director, India Supply Mission, Washington, is constantly being pressed for the early supply of the balance equipment, indents for which have already been placed on him.

4. Project Implementation Orders for equipment worth approximately 2·27 million dollars are still expected from the Technical Cooperation Mission and this would increase the value of the indents placed so far to approximately 10·87 million dollars. This includes indents proposed to be placed for the following equipment in anticipation of demands from the State Governments:—

1. **Transport Vehicles:**
   - (i) Jeeps — 330 Nos.
   - (ii) Station Wagons — 24 Nos.
   - (iii) Pick-ups — 18 Nos.
2. **Artificial Insemination Equipment:**
   - (i) Refrigerators — 150 Nos.
   - (ii) Thermoflasks — 750 Nos.
   - (iii) Artificial Insemination Sets — 150 Nos.
3. **Cinema Trailer Sets** } One per Community Project Block.
4. **Hand Cameras** }

State Governments have been asked to indicate the Community Projects Administration their actual requirements of these items of equipment. Early action is requested.

5. Demands from State Governments to the extent of about one million dollars have been recently received and are being processed for import. We are left with a balance of 2·5 million dollars approximately still to be covered within the short period upto June, 1955. *The State Governments may please intimate their additional requirements for imported equipment urgently to enable the Community Projects Administration place indents therefor and ensure their timely supply.*

6. Some of the items which may be urgently required by the State Governments may not yet have reached them. This question was considered at the Second Development Commissioner's Conference, and it was agreed that where delay was anticipated in receipt of equipment, State Governments might procure the items on a 'replacement' or a 'hire' basis locally. The definition of 'replacement basis' was given in our letter No. CPA/S/2(2)/53, dated the 12th December, 1953.

7. Equipment manufactured in India is not allowed to be imported. Consequently, indents were placed for such equipment on the Director General, Supplies and Disposals, New Delhi, for procurement in India, under rupee expenditure. As some State Governments were of the view that procurement of equipment in India directly by them would ensure expeditious supplies, it was decided to cancel all the indents which had been placed on the Director General, Supplies and Disposals, for purchase of equipment in India and for which he had not entered into any commitments. The State Governments were asked *vide* letter No. CPA/S/3(26)/53, dated the 16th March, 1954, to purchase such equipment direct. This may have facilitated the early procurement of the equipment manufactured in India. Equipment worth Rs. 11 lakhs (Annexure 'B') was supplied to the State Governments through the Director General, Supplies and Disposals.

Trucks up to 4 tons capacity which are in short supply but for which there is a manufacturing programme approved by the Ministry of Commerce and Industry and so are not allowed to be imported, are procured in India for the State Governments by the Community Projects Administration through the Director General, Supplies and Disposals. An indent for the supply of 4 trucks 2-ton capacity and 24 trucks 3-ton capacity costing Rs. 4,91,000/- was placed on the Director General, Supplies and Disposals. Supplies are expected shortly.

8. It has not been possible to supply the Mobile Health Vans so far:—

(a) because these vans had never been supplied before in India, and, therefore, considerable time had to be taken for drawing up their specifications and,

(b) because it was doubtful whether such vans would work satisfactorily in rural areas of India. The cost of each Mobile Health Van was in the neighbourhood of Rs. 30,000/- whereas the cost of clinicar was in the neighbourhood of Rs. 60,000.

With a view to ascertaining the usefulness of the two vehicles, one clinicar and one mobile health van were indented for. They were received and inspected and it was felt that they would not quite meet our requirements. Specifications of a mobile health van which would better suit Indian rural conditions have been drawn up and in view of the cost involved, it has been decided to import the mobile health vans at the rate of one van for a full Community Project of the 1952-53 Community Development Programme only against firm demands therefor from the State Governments. The Technical Co-operation Mission have accordingly been requested to give a P.I.O. for 27 vans. The quantities being indented for each State Government are mentioned in Annexure 'C'. The State Governments have already been informed of this in letter No. CPA/S/9(26)/54, dated the 3rd March, 1955.

9. About 900 National Extension Service Blocks are to be taken up for development during the Plan period. 150 of them are to be converted into Community Project Blocks from the National Extension Service Blocks of the 1953-54 programme. Another 250 will be converted as Community Project Blocks in 1955-56. State Governments have already been supplied 183 jeeps for the National Extension Service Blocks of the 1953-54 programme. The Technical Cooperation Mission Operational Agreement No. 8 and Supplements thereto, however, do not provide for purchase of equipment for the National Extension Service Blocks. As the intention is that the National Extension Service Blocks will eventually be converted into Community Project Blocks, there will be no objection to these vehicles being loaned to the State Governments for use in the National Extension Service Blocks for meeting the requirements of these National Extension Service Blocks, which will in due course be converted into Community Project Blocks, as agreed to in the Third Development Commissioners' Conference at Ootacamund in May, 1954. In this manner the jeep requirements of all the National Extension Service Blocks during the First Five Year Plan period are expected to be met. The procedure regarding the adjustment of the cost of the vehicles so supplied, is being worked out. State Governments will be informed about it shortly.

10. An advance indent for the import of 400 jeeps and 20 Station Wagons was placed to ensure timely supply of these vehicles for the 150 blocks to be converted as Community Project Blocks from the National Extension Service Blocks allotted in 1953-54. They have since been received at Bombay and will be despatched to the States concerned after their assembly there. State Governments have already been requested to give consignment instructions in respect of their requirements. As stated in para 5 above, another indent for 330 jeeps, 24 station wagons and 18 pick-ups is being placed in advance to meet future requirements of the State Governments for these vehicles.

11. It is essential to see that provision for the cost of the equipment, which the State Governments desire to be imported for them, exists in the Budget Estimates. It is also essential that the State Governments furnish detailed specifications as well as other particulars regarding the items of equipment required by them

while sending their demands to the Community Projects Administration. In letter No. CPA/S/3(9)/53, dated 12-6-53, the State Governments were requested to furnish a certificate with all their indents for equipment that might be sent by them in future, to the effect that necessary provision existed in the Budget Estimates for the purchase of equipment included in their indents. It is observed that the State Governments do not generally furnish the certificate along with these indents or when intimating their additional requirements. In order to avoid back references to the State Governments regarding the particulars etc. of the equipment required, which result in delay in arranging supplies, an indent *proforma* (Annexure 'D') has been drawn up and circulated to the State Governments under letter No. CPA/S/81/55, dated 19-4-55. The State Governments are requested to ensure that all their future indents and amendments thereto are invariably sent in the above mentioned *proforma* giving as much details as possible.

12. The equipment that is being received in India at Bombay, Calcutta, Madras, and Cochin, is cleared by the Director of Supplies and Disposals, at these ports on behalf of the Community Projects Administration. These Officers have often represented that the consignment instructions are not forthcoming from the State Governments in proper time with the result that the despatch of equipment from ports is held up. They have suggested that the equipment on receipt in India, should be despatched to the State Headquarters as they are not sufficiently equipped to undertake despatches to various project areas all over India. This seems a reasonable request and is bound to save considerable time in the matter of despatch of equipment from ports. This will also save considerable storage charges which are likely to be incurred if the equipment remains undespatched for want of consignment instructions. Despatches are, however, being made according to the consignment instructions given by the State Governments.

13. It was visualised that the State Governments may experience difficulties in assembly/servicing of the equipment being imported for them. The Director, India Supply Mission, Washington, was, therefore, requested to ensure that the firms with whom contracts were placed by him for supply equipment for Community Projects in India, had agents in India with necessary servicing facilities. He confirmed that this factor would be kept in view while placing the contracts. Some instances have, however, come to notice where equipment supplied for the Community Development Programme is not being put to use in the Community Project areas due to the non-availability of the requisite technical staff as well as technical guidance for operating the equipment. It is desirable to ensure that the equipment is put into use without delay after its receipt in the Community Project areas. The Community Projects Administration would render whatever assistance is possible in this regard. The State Governments have already been requested in letter No. CPA/S-PL/97/55, dated 16-3-55, to review the position. It is being arranged with the procurement authorities that two copies each of the Operator's manual and spare parts list are supplied with each unit of equipment so that one copy thereof could be used by the Project Executive Officer or the Block

Developmtnt Officer, while the other copy will be with the Operator for his guidance.

14. This Administration has been including 10 per cent value for spare parts in indents for each unit of different equipment procured for the State Governments for the Community Development Programme. It is felt that when 10 per cent spare parts are supplied with *each* unit of equipment, occasions may arise when a particular Project in a State may have spare parts which are not required by it but may not have other categories of spare parts which may be required by it, and which may be available in other Projects in the same State but not being used, these latter Projects required only parts which are available in the former Project. This may result in unnecessary expenditure in the purchase of spares by Projects which may be available in the State as a whole.

It is proposed, therefore, that the spares may, in future, be indented on the basis of 10 per cent of the cost of the total allocation of a particular type of equipment to a State, who may store them in a central place, from where they may be issued to individual projects, as and when required. The spare parts already indented and received by the States may also be similarly stored by them in a central place. It is hoped that this suggestion is acceptable to the State Governments. They were requested to confirm this in letter No. CPA/S/57/55, dated 15-3-55. Confirmation from some State Governments is awaited.

15. To enable the Community Projects Administration maintain a proper record of the equipment received by the State Governments against indents placed by the Community Projects Administration on their behalf, the State Governments were requested in letter No. CPA/S/8/53, dated 16-1-54, to intimate the receipt of equipment, as and when the equipment is received, to the Community Projects Administration and also to send receipts for equipment already supplied to them. The required information was not received from the State Governments regularly or on a uniform basis. They were, therefore, requested in letter No. CPA/S/8/53, dated 21/22-7-54, to send monthly reports regarding the receipt of equipment in a *proforma* sent with that letter so as to reach the Community Projects Administration by the 10th of the following month. These reports are not being received regularly from all the State Governments. They may please ensure that they are sent regularly by the 10th of the following month.

16. The adjustment of the cost of the equipment imported from abroad is carried out through allocation sheets issued by the Community Projects Administration. These allocation sheets can be issued only after relevant details *viz.*, invoices etc., are received from abroad. They are generally not received along with the supplies. There has, therefore, been considerable time-lag between the receipt of equipment and issue of allocation sheets. The authorities concerned are being continuously pressed for early supply of the details of expenditure so that there is no delay in issue of the allocation sheets enabling adjustment of accounts.

17. In Community Projects Administration letter No. CPA/S/181/52, dated 19-11-52, State Governments were requested

to seek our assistance in case of difficulties in the procurement of essential raw materials such as cement, coal, iron and steel etc., for the Community Projects. The State Governments who sought the assistance of this Administration in the above matter have been assisted promptly to the extent possible. Any special difficulties or bottlenecks may be brought to the notice of the Community Projects Administration.

18. It will be observed from this note that various difficulties in the matter of indenting and procurement procedures, drawing of specifications of equipment required and assembly, working and maintenance etc., of the equipment when received, are being experienced. It is considered desirable that the problems concerning the equipment required/procured for the Community Development Programme, which vary from State to State are discussed with a view to solving them in regional meetings of the officers of the States who are dealing with the procurement of equipment, and the concerned representatives of the Technical Cooperation Mission and the Community Projects Administration. Working demonstrations of the equipment by the local agents of the foreign suppliers of the equipment supplied to the Community Project areas in the States participating in the regional discussions, may also, as far as possible, be arranged during such meetings.

M. R. THADANI,

Under Secy., Govt. of India.

ANNEXURE 'A'

Statement indicating the total indents placed by the Community Projects Administration in respect of various items demanded by the State Governments and the equipment received against them.

S. No.	Equipment	Quantity Indented	Approx. cost. in dollars	Qty received	Approx. cost in dollars	Remarks
1	2	3	4	5	6	7
1	Jeeps . . .	987	1,593,329	987	1,593,320	400 Jeeps have been received in C. K. D. conditions and will be supplied to the State Govts. after assembly.
2	Station Wagons .	44	120,250	19	46,000	20 Nos. have been shipped; & expected in the end of April, 55.
3	Pick up trucks . .	58	110,500	40	61,000	
4	Trucks 5 tons capacity.	9	43,000	8	38,500	
5	Jeep truck ½ ton capacity .	8 }	53,183	8 }	53,183	
6	Trucks 3 ton capacity .	7 }		7 }		
7	Jeep spares for 271	Lot	77,000	Lot	77,000	
8	Mobile Cinema Vans, each van consisting of :—	20	125,840	20	125,840	
	(a) Generator					
	(b) Transformer					
	(c) Speech Microphone					
	(d) 4 wheeled truck					
	(e) Screen					
	(f) Film Strips and slide Projector					
	(g) 16 mm projector					
	(h) 2 wheeled trailer					
	(i) Turn table					
	(j) 150 ft. length of cable.					

1	2	3	4	5	6	7
9	Cinema Trailer Sets etc. consisting of: (*a*) 2 wheeled truck, generating sets, 16 mm. Motion Picture Projector, 35 mm. Film Strip Projector & 150 ft. of cable.	355	814,525	205	473,985	
10.	Portable gasoline generator . . .	1	800	1	800	
11.	Motion picture projector 16 mm. .	1	800	1	800	
12	Film strip projector 35 mm. . .	6	1,650	6	1,650	
13	Film strip projector 35 mm. kerosene operated . .	237	47,400	237	47,400	
14	Magnetic Tape Recorders . . .	59	29,756	48	24,192	
15	Battery operated public Address Sets .	56	13,552	46	11,132	
16	Epidiascopes . .	54	35,690	52	34,320	
17	Hand Cameras . .	115	21,925	86	19,050	
18	Film Units, consisting of 21 items. .	2	73,000	20	49,342	
19	Tractors D-7, 80/85 H. P. . . .	29	638,000	29	638,000	
20	Tractors D-4, with Bull-dozers 40/45 H.P. .	33	363,000	33	363,000	
21	Tractors D-4, without Bull-dozers .	57	501,600	57	501,600	
22	Farming implements and attachment to D-4 tractors, each set consisting of :— .	74	748,800	74	748,800	
	(*a*) Brush breaking plow—1 No.					
	(*b*) Tractor plow—1 No.					
	(*c*) Disc plow—2 Nos.					
	(*d*) Disc tiller—1 No.					
	(*e*) Off set Disc Harrow—1 No.					
	(*f*) Carrier cultivator—1 No.					
	(*g*) Grain Drill—1 No.					
	(*h*) Grain binder — 1 No.					
	(*i*) Thresher Machine—1 No.					
23	General purposes wheel type farm tractor 20/28 H.P. .	18	33,660	16	29,920	

1	2	3	4	5	6	7
24	Farming implements for attachment to above tractors :—					
	(a) Rear mounted blades . . .	15	2,970	..	..	
	(b) Mounted off-set Disc Harrows .	16	5,104	10	3,190	
	(c) Mounted Disc Plows . . .	18	5,940	14	4,620	
	(d) Mounted Soil Scopes . .	14	1,386	..	..	
	(c) Mounted Cultivators . . .	16	3,520	..	..	
	(f) Mounted tillers .	16	3,344	..	..	
	(g) Mould Board Plows . . .	15	3,630	15	3,630	
	(h) Two raw middle bustors;. . .	13	2,574	3	594	
	(i) Grain Drill. .	1	715	..	..	
25	Rippers. . . .	6	23,100	6	23,100	
26	Artificial Insemination sets . . .	13	34,475	13	35,475	
17	2 wheeled garden type tractor 5 H.P. .	10	17,250	10	17,250	
28	Soil testing kits . .	10	750	10	750	
29	Rice Hullers . .	30	7,920	30	7,920	
30	Emasculatoms . .	30	900	30	900	
31	Heavy Duty Syringes.	30	150	30	150	
32	Power Sprayers . .	34	28,060	34	28,060	
33	Power Dusters . .	6	3,960	6	3,960	
34	Microscopes Monocular . . .	95	33,297	95	33,297	
35	Microscopes Binoculer	7	3,675	6	3,150	
36	Obstetric Beds .	12	2,517	12	2,517	
37	Thermoflasks . .	716	7,160	305	3,050	250 Nos. have been shipped and are expected in end of April, 1955
38	Refrigerators Kerosene operated . .	175	50,122	128	34,988	
39	Clinicar . .	1	10,050	1	10,050	
40	Jeep ambulance .	1	10,050	1	10,050	
41	Primary health units, each unit consisting of 56 items . .	7	6,790	7	6,790	
42	Pump sets (portable) powered by 4 cycle diesel engine 7½ H.P. . . .	87	57,420	87	57,420	
43	Pump sets powered by 4 cycle diesel engine 10 H.P . .	15	11,220	..	..	
44	Centrifugal pump sets with electric motor	5	5,500	5	5,500	

1	2	3	4	5	6	7
45	Pump sets 20 H. P. centrifugal : Electric Motor driven .	2	8,030	2	8,030	
46	Pump sets Motor driven deep well turbine pump 25 H.P. . . .	20	44,000	20	44,000	
47	Pump sets powered by 4 cycle diesel engine 10 H.P. with loose and fast pulleys .	20	24,200	20	24,200	
48	Pump sets powered by 4 cycle diesel engine 10 H.P. split casing directly coupled .	20	22,000	20	22,000	
49	G. I. Pipes 4″ dia. .	72,384 rft.	115,100 ,	69,684 rft.	111,000	
50	G. I. Pipes 6″ dia. .	4,700 rft.	8,800	850	1,000	
51	W. I. Pipe 6″ dia. .	rft. 1,750	5,250	..	..	..
52	G. I. Pipe 8″ dia. .	4,400 rft.	13,200	..	..	..
53	G. I. Pipe 12″ dia. .	1,100 rft.	4,300	..	..	..
54	G. I. pipe 3″ dia. .	170 rft.	170	..	..	..
55	G. I. Pipe 1½″ dia. .	1.23,032 rft.	63,203	..	..	..
56	G. S. Tees 1½″×1½″×1½″ . . .	311 Nos.	850	..	..	..
57	G. S. Reducing Couplings 4″×1½″ .	50 Nos.	350	..	..	..
58	Out Board Motor .	1 No.	365	1 No.	365	
59	Road Rollers 8-10 tons	22 Nos.	1,93,600	22 Nos.	193,600	
60	Road Rollers 6-8 tons.	5 Nos.	33,000	5 Nos.	33,000	
61	Motor Graders . .	31 Nos.	5,11,500	31 Nos.	5,11,500	
62	Concrete Mixers 5-7 cft. capacity .	12 Nos.	15,840	12 Nos.	15,840	
63	Rotary Hoes . .	10 Nos.	5,100	10 Nos.	5,100	
64	Combined Hoes and Cultivators . .	12 Nos.	850	..	..	
65	Pressure sterlizer .	7 Nos. }	2,075	..	..	
66	Portable sterlizer .	4 Nos. }				
67	X-Ray Equipment .	3 Sets.	28,172	3 Sets.	28,172	

1	2	3	4	5	6	7
68	Printing Press for Nilokheri . .	1 Unit	1,97,912	..	..	
69	Printing Press equipment for Faridabad	Lot.	7,56,160	.. ..	.. ..	An indent for this equipment has been placed by the Ministry of Works, Housing & Supply from the funds provided under Agreement No. 8.
70	Mobile Workshops .	2	27,500	2	27,500	
71	*Machines* : (*a*) Grinding Machine (*b*) Heat treatment furnace. (*c*) Drilling Machine (*d*) Engine Lathe (*e*) Milling Machine (*f*) Welding Set .	one each	17,325	one each	17,325	
72	Electrical Equipment for West Bengal .	Lot	139,518	Lot	128,563	
73	Water Tanker . .	1 No.	9,350	..	..	
74	Submersible Pump .	6 Nos.	18,018	..	..	
75	Air Compressors 160 Cft. . . .	6 Nos.	35,885	..	..	
76	Air Compressors 105 Cft. . .	18 Nos.	80,624	12	50,424	
77	Jack Hammer Drills 45 Lbs. . . .	36 Nos.	21,980	20 Nos.	12,100	
78	Jack Hammer Drill 35 Lbs. . . .	20 Nos.	18,000	..	..	
79	Hydraulic Floor .	8 Nos.	1,320	..	..	These have been shipped and are expected by the end of April, 1955.
80	Power Hammer .	1 No.	800	..	..	
81	Portable Rotary Drills.	4 Nos.	198,800	..	..	
82	Flat Top Water Wagon	1 No.	8,200	..	..	
83	Seamless steel driven pipe 8" dia. . pipe 10" dia.	2,500 rft.	18,290	1,500 rft.	15,000	
84	Seamless steel driven pipe 8" dia.	2,000 rft.	14,500	2,000 rft.	14,500	
			8,478,967		6,498,537	
	Contingencies and Bank charges . .		134,342		56,050	
			8,613,309		6,554,587	

ANNEXURE 'B'

Statement indicating the total indents placed by the Community Projects Administration in respect of various items of equipment to be purchased in India and the equipment received against them.

Sl. No.	Equipment	Indented		Supplied		Balance	
		Qty.	Cost	Qty.	Cost	Qty.	Cost
1	2	3	4	5	6	7	8
1	Pumping sets of sorts	160 Nos.	6,85,331	160 Nos.	6,85,331	..	..
2	Jeep Trailers .	287 Nos.	4,30,500	287 Nos.	4,30,500	..	..
3	Heavy Trailers	6 Nos.	22,200	6 Nos.	22,200	..	..
4	Cable single core braided & compounded 660 Volts.	82,500 Yds.	36,274	82,500 Yds.	36,274	..	..
5	Do. size 19/83	6,000	11,160	6,000	11,160	..	..
6	Lamp Holders .	1,200 Nos.	1,100	1,200 Nos.	1,100	..	..
7	Tumbler switches 250 Volts 5 Amp.	900 Nos.	484	900	484	..	..
8	1" dia G. I. conduit with extra heavy guage	7,180′	2,522	7,180′	2,522	..	..
9	3/4" do. .	16,250	4,475	16,250	4,475	..	..
10	Truck 3 ton capacity	24 Nos. }	4,91,000		24 Nos. }	4,91,000	
11	Truck 2 ton capacity .	4 Nos. }			4 Nos. }		
			16,85,046		11,94,046	4,91,000	

ANNEXURE 'C'

Distribution of 27 Mobile Health Vans required for Community Projects n various States.

Sl. No.	State	Quantity (in Nos.)	Remarks
1	Andhra	2	
2	Assam	2	
3	Hyderabad	1	
4	Madhya Bharat	2	
5	Madras	4	
6	Orissa	3	
7	Punjab	3	These are in addition to one clinicar already supplied.
8	Saurashtra	1	
9	Travancore-Cochin . . .	2	
10	West Bengal	3	
11	Madhya Pradesh	2	These are in addition to one Jeep ambulance already allotted and under despatch to the State.
12	Bombay	2	
	TOTAL .	27	

ANNEXURE 'D'

Indent for the equipment required by.........(State) for the Community Project Blocks of the ....(Year) series

Serial No.	Name of Equipment	Qty.	Estimated cost		Whether financial provision exists	Categorisation of expenditure (loan or non-loan)	Detailed Specifications	Purpose for which the equipment is required as related to the Dev. Block	Whether operation service or maintenance provisions are already arranged/ will be arranged	Estimated life of the equipment	Remarks
			Dollar	Rupee							
1	2	3	4	5	6	7	8	9	10	11	12

NOTES.—(1) If the detailed specifications called for in column 8 are not available, the details of the requirements and duties called upon from the equipment should be furnished in case of assistance for drawing up specifications is required, it should clearly be so stated.

(2) In case assistance is required for the operation and maintenance of the equipment, it should be clearly stated in column 10.

Supply of Jeeps

Although N.E.S. Blocks do not get equipment under the dollar aid. we have been supplying transport vehicles on the assumption that the N.E.S. Blocks in due course will be converted into C.P. Blocks. We have so far met the complete requirements of all the State Governments for the 1952-53, and 1953-54 Community Project Blocks, and partial requirements of 1954-55 C.P. Blocks. It is expected that complete requirements of 1954-55 C.P. Blocks will be met in the next two months as 400 jeeps have now been received in Bombay and 25 station wagons and 13 pick-ups are expected shortly. After meeting these requirements of C.P. Blocks, 452 N.E.S. Blocks will still remain which will need the vehicles, *i.e.*, 106 N.E.S. Blocks of the 1953-54 series, 243 of the 1954-55 series and 103 of the 1955-56 series. Out of the vehicles which have been received and which are expected shortly we shall have a balance of 113 vehicles which could be supplied to N.E.S. Blocks in the next two months leaving 339 N.E.S. Blocks unprovided for. For these Blocks also, we have already requested the T.C.M. to give us a project implementation order. It will, therefore, be clear that, so far as the C.P.A. is concerned, all the C.P. Blocks as well as N.E.S. Blocks during the First Five Year Plan have been taken care of. There is, however, an inevitable time-lag in the actual supply of jeeps to the N.E.S. because all the vehicles are imported and then assembled in India. All this takes considerable time, which C.P.A had tried to reduce by indenting for the vehicles in advance.

PRESS REPORT

HOPEFUL OUTLOOK FOR DEMOCRACY

Evaluation Report on Community Projects

May 2, 1955.

"Never was a more hopeful outlook for building democracy from below available as when the Community Projects went into action" says the Report of the Programme Evaluation Organisation of the Planning Commission on the working of Community Projects and National Extension Service. The Report which has been just issued observes: "If we persist with the method, without straying in easy ways of formal official compliance and induced popular participation, a lasting service to the cause of democratic progress would be rendered. Popular leadership on which depends the success of Community Projects as well as of democracy cannot be called forth in any other way".

Community Projects have contributed to guide the collective self-confidence of the people into constructive channels. Whether it is education, health or cultivation, knowledge and means of attaining better standards of life are brought within reach of the people, adds the Report.

The Report which analyses the working of Projects in various areas is the second report of its kind since the setting up of the Programme Evaluation Organisation, an independent body functioning under the auspices of the Planning Commission to undertake periodical assessment of the progress of Community Projects and Extension Blocks and to ensure that the objectives and the approach of the Programme are being adhered to in their implementation.

Lack of Co-ordination

Referring to the question of administrative co-ordination of the Community Project work with the Executive responsibility of the Collector, the Report points out: "It will be wrong to believe that the problem of inter-departmental co-ordination has been solved. Especially on the level of the block which is the effective unit of action, considerable uncertainty and lack of co-ordination still obtain, with regard to the relations between their superior officers and the block level technical officers and these latter and the Block Development Officer....From complete absorption by one department to toleration of parallel authorities of several departments all variants are being tried out in staffing at the block level."

Regarding the nature of the programme that should be kept in view the Report says that it should be "popular, with officials participating, not the other way round *i.e.* an official programme of set quantitative measures in which the people are asked to participate."

Separation of Functions

The Report makes a strong plea for separation of functions between the revenue and development staff below the Collector's level, *i.e.* for separating the roles of the Tehsildars and of Block Development or Extension Officer. It says: "Excessive emphasis at lower

officials levels on physical targets, rapid multiplication of blocks and a misunderstanding about the new role of the Collector, which is that of the Chief Development and Welfare Officer, not that of the captain of the revenue and magisterial teams put into developmental action, have in some places checked the healthy progress of Community Project and of democratisation of the rural development programmes."

While realising the necessity of effecting co-ordination in developmental policies and plans at all levels, the Report emphasises the fact that the normal working of the several departments through their own organisations and staff should be encouraged. It supports the suggestion of appointing agricultural officers to the post of Block Development Officers. On the other hand, it observes that the practice of appointing revenue staff to the post of block development officers should be curtailed and the practice of attaching block officership as an adjunct to the other duties of revenue officers should be given up as absolutely unsuitable.

Emphasising the desirability of regulating the pace of immediate expansion of community projects and extension programmes a little more cautiously the Report warns against an undue emphasis on organisational compliance and official responsibility and a too formal compliance with the programmes and proformas issued by the C.P.A. The Report also stresses the need for a more pronounced emphasis on quality and asks the States to work out the essential purposes of the Plan according to their intrinsic priorities in the best possible manner.

Local Bodies

Commenting on the role of local bodies the Report says: More vigorous and sustained efforts to make panchayats increasingly responsible for all items of general administration and of national extension would lead to a fulfilment of democracy as well as of community development......The processes of administrative decentralisation and reorganisation must necessarily be built into the programme of emphasising the responsibility of local bodies for as large a sector of public functions as possible.

Recognising the fact that there has been a noteworthy improvement in the training of Gram Sevaks, the Report, however, says that the pace of expansion of blocks being so high, quite a proportion of Gram Sevaks are there who are not trained and many more who are inadequately trained. A fair number are unable to interpret correctly the full contents of the agricultural programme. The same applies to the selection of trainees. Though the Development authorities at all levels are aware of these shortcomings and no efforts are being spared to remove them, the Report points out that "the whole subject of training (of Gram Sevaks and other personnel), including content, organisation, inspection and evaluation needs comprehensive resurvey at the hands of an Expert Committee".

Scheme of 'Integration'

The Report makes a comprehensive study of the system of integration of functions and of replacing the specialist staff of the agriculture, cooperative and revenue departments by a common cadre of

multipurpose Gram Sevaks, attending to all three duties. Integration below the level of the Collector or S.D.O. is not favoured.

It argues out a strong case for the separation of the roles of the Mamlatdar (Tehsildar) who is 'executive' par-excellence from that of Block Development or Extension Officers, and observes that combination of these two roles in a functionary below the Collector's level is likely to affect already the character of the programme.

Regarding the Bombay scheme of integration the Report further says: "Almost by logical compulsion the institution of multi-purpose Gram Sevaks brought in the Talatis (Patwaris) as their effective assistants in villages. This really puts the finishing stroke on the transformed picture where development, extension and organisation of voluntary effort ceases to be anybody's special responsibility. This development would write "finis" to all hopes of effective extension and free community action on the village level where extension will become one more among the already too numerous tasks of the Talati."

Advisory Bodies

The Report points to the continued ineffectiveness of Project Advisory Committees and suggests that they should be built up round the executive committee of the corresponding territorial unit of local self-government. They should be further strengthened by the addition of notable official members, and co-opted or invited members from among legislators and the other categories of members who are now represented on the Advisory Bodies. The Report recommends that the presidentship of this Committee should be thrown open to Chairman of local bodies principally responsible for all local planning and execution.

Cooperative Institutions

Referring to cooperative institutions the Report observes that while progress in quantitative terms cannot be said to have been striking in any area the lines of progress and the variety of tasks attempted by cooperatives are such as should strengthen a feeling of confidence. The multi-purpose type of village society which is gaining ground, being a credit and allied purposes society is not intended to be an all-purpose society. The Report strikes a note of caution against this tendency and says: "Anything that engages the general resources of the society in trading, production and construction has to be avoided." It suggests that unless an overall strengthening of the institutional structure of credit and allied activities is urgently undertaken extension activity will not reach below the upper layers of social and economic influence in villages.

Vikas Mandals

Referring to the creation of *ad hoc* bodies like development councils (or Vikas Mandals) the Report favours those organisations where the main emphasis is on people organising themselves to achieve the means of their own progress by forming discussion and operational groups to popularise and execute projects of reform. But non-official auxiliaries created by officials and maintained as formal channel for official acts is a pretence which has nothing to recommend itself.

On the growth of statutory Panchayats and their functions the Report makes a qualified comment and says that if their "functions are matched by resources, provision for expert and trained services is made, and internal strengthening and safeguards are provided within the hierarchy of local self-governing bodies, any move towards building up strong basic institutions in villages must be whole-heartedly welcomed."

Popular Participation

Explaining fully the voluntary nature of public participation and its necessarily qualified relation to official initiative the Report points out: It is only when (official) influence attains the substance of coercion, which is pressure with a sanction, that the risk of promoting the democratic progress of the people, being sacrificed to that of obtaining a merely material result clearly arises.

Village Industries

On the question of village crafts and industries the Report frankly admits that within the experience of the evaluation centres there have been no really noticeable cases of improvement. The whole area of village industries is really an unoccupied area so far as community projects and national extension are concerned, it says. "This is so", continues the Report "for no fault of those who are responsible for either shaping or guiding these programmes. Whereas in the case of agriculture, health or education there is some proved programme which the developmental and extension organisation can adopt, in the field of industry, except perhaps in the case of Khadi, there is no proved programme. Unless on the basis of an assigned sector of estimated total demand, production of village industries is fitted into the overall national programme of employment, investment and production, conditions cannot be said to be ripe either for industrial extension or for cooperation".

Regarding transition to National Extension Service the Report says that unless an institutional structure of panchayats and co-operative societies is built up there will be little spontaneity and continuity in the developmental process. Therefore orderly and well planned measures of transition must be prepared and put into effect in time.

The Report further lays emphasis on the need for expanding the research facilities in agriculture and promoting effective communication between the researchers and the field workers. It suggests that almost immediately it is necessary to build well-equipped research centres in close proximity to the people.

After stressing the need for laying greater emphasis on ensuring progress through collective and institutional action by the people the Report concludes with the remarks: "From what has been made available hitherto it is clear that in regard to the intellectual, social and economic transformation of the countryside the Community Projects are playing a significant part. Further progress so as to cover all sections and all classes, and to draw in the people themselves through their own institutions into the process of building a better life for themselves is clearly called for. But no one is more conscious of this need than those who are participating in the efforts."

All India Handicrafts Board

MINISTRY OF COMMERCE AND INDUSTRY

Note by Shri K. L. Nanjappa, Deputy Development Officer

Development.—With a view to intensifying the activities of different types of Cottage and Small Scale Industries, the Ministry of Commerce and Industry at the end of 1952 had created 4 Boards, namely All India Handicrafts Board, Khadi Village Industries Board, All India Handloom Board and the Small Scale Industries Board. The All India Handicrafts Board was constituted in November, 1952 under the chairmanship of Shrimati Kamaladevi Chattopadhyay. The Board consist of official and non-official members to advise on the development and marketing of various kinds of handicrafts.

The Board have taken up the task of developing 42 handicrafts such as Ivory, Metal-ware, Horn, Paper-machi, Wood carving, Carpets, Lacquerware, Pottery, Mat-weaving, Bamboo-ware. etc. For the time being, out of 42 industries, the Board have selected the handicrafts such as Mat-weaving, Pottery, Lacquerware, Bamboo-ware, Hand-prints for intensive development. All the State Governments have been requested to concentrate in preparing schemes on these industries. During the last two years, grants to the extent of about 25 lakhs have already been given to various State Governments for the development of above handicrafts.

Pilot Schemes.—In addition to the usual development of handicrafts, the Board also have started number of pilot schemes in different parts of India. The main purpose of starting pilot schemes are to give a better training, introduction of better equipment, introduction of better technique of manufacture and marketing of the products produced. In Madras State Karigiri has been selected for manufacturing of glazed Pottery. Kanchivaram has been selected for bringing out the traditional designs of cotton and silk sarees. At Kalakestra, Adyar, Dye Research Institute was started to standardize the Indian colours for use in manufacturing cotton and silk sarees. In Bombay State, Prajapati Sahakari Mandal was selected for bringing out all the improvements with regard to Pottery Industry. In Surat a pilot scheme for the manufacture of brocades is going to be started. In Delhi the Blue Pottery Industry will be started within a month on pilot basis.

Marketing.—The success of the development of cottage industries mainly depends upon the effective marketing of the products produced. For this purpose the Board has been successful in starting a net-work of emporia in different parts of the country. Each emporium collects the handicraft goods produced in the area and sells it to the Central Organizations. The Board has been envisaging the advantages of emporia in not only stocking the goods produced in the respective area but also to stock the goods that are produced in different parts of India on reciprocal basis. The Handicrafts Board have given grants both for the expansion of the existing emporia as well as for the new organizations that are going to be set up in the near future. With a view to marketing the handicrafts in foreign countries, the Board has been participating

in a number of international exhibitions held in different parts of the world. These activities have considerably helped in marketing several lakhs of rupees worth of handicrafts.

The ratio of grants and loans given.—At present the Board gives full recurring and non-recurring grants for the training schemes drawn up by State Governments and other Organizations. In case of Training-cum-Production Industries, the grants are given on 50: 50 basis. In case of Production Centres, loans are granted with the usual rate of interest. In certain cases grants are given for the purchase of equipment.

Training.—With a view to training a number of candidates in specialized crafts in foreign countries, the Board have already taken action in sending 4 candidates of State Governments for training in:

1. Packing and Marketing methods,
2. Bamboo-ware, and
3. Lacquerware.

in Japan. Three candidates are also going to U.S.A. and European countries to learn the art of display of products. On their return, training classes will be held in different parts of India where representatives of selling organizations will be trained in improved display methods. In India itself the Board have arranged training of candidates in different crafts.

Design Centres.—The design plays an important part in the development of various crafts. It is the Board's policy to bring out the traditional designs as well as introduction of modern designs in the manufacture of products. The Board will be starting 5 Regional Design Centres in different parts of India namely at Calcutta, Madras, Hyderabad, Bombay and Delhi. The utilization of different kinds of raw materials in manufacturing products also will be tried in these Centres.

Survey.—Under the auspices of the Handicrafts Board, the Indian Co-operative Union, Delhi have toured different parts of India in surveying Handicrafts. The final report of survey will be ready by the 15th of this month. These reports will furnish useful information with regard to existing conditions of various crafts and suggestions for their improvements.

All India Handicrafts Board requests the Development Commissioners to correspond with its office on any matters pertaining to the Development and Marketing of handicrafts. The correspondence may be addressed to the following address :—

All India Handicrafts Board,
Ministry of Commerce and Industry,
Government of India,
Queensway,
NEW DELHI.

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